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GENERAL MANAGEMENT EVALUATION REPORT

Office Evaluated SERVICE CENTER

Conducted by WASHINGTON OFFICE

Dates NOVEMBER 29, 1989 - DECEMBER 14, 1989

GPO 840 - 126

United States Department of the Interior

BUREAU OF LAND MANAGEMENT
WASHINGTON, D.C. 20240

IN REPLY REFER TO:

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March 26, 1990

Information Bulletin No. 90 - 210

To: SD's, SCD, BLM D-BIFC, WO Division Chiefs

From: Director

Subject: Service Center General Management Evaluation Report

Attached is the final report of the Service Center General Management Evaluation Report. No response is required from State Offices. Responses are required from the Deputy Director to worksheets 1.1, 3.1, and 3.2. Responses are required from the AD-700 or AD-800 to worksheets 2.2, 6.1, 12.2, and 14.3. No response is required from other Washington Offices.

Even if your office is not required to respond, I recommend a careful reading of this report. The issues regarding IRM, cadastral, personnel management, and particularly the relationship between the Washington Office and the Service Center affect us all.

Glenn W. Freeman

Glenn W. Freeman, Jr.
Chief, Division of Program Evaluation

1 Attachment
1 - SC General Management Evaluation (~~56 pp~~) 70 pp

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(June 1983)

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION REPORT TITLE PAGE

Date: December 14, 1989

Title/Subject

Service Center General Management Evaluation

Type of evaluation: General Management Evaluation

Dates conducted: from November 29, 1989 to December 14, 1989

Conducted by *(office)*: Washington Office Division of Program Evaluation

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Service Center
General Management Evaluation Report
December 1989

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EVALUATION SUMMARY

Report Title
Service Center

Type of Evaluation
General Management

INTRODUCTION

A General Management Evaluation (GME) was scheduled for the Service Center (SC) in FY 88, but was put off for a year because the SC was about to be reorganized. The reorganization has been completed and has been in place for approximately one year. Shortly before the evaluation the SC Director was moved to State Director; the Deputy Director of BLM asked the team for suggestions regarding the type of personality and skills needed to fill the SC vacancy. Based on the analysis of the exhaustive scoping, and with the concurrence of the Service Center Director, the Washington Office Division of Program Evaluation (WO-860) conducted an on-site evaluation from November 30, to December 14, 1989. This is the report of that effort.

A. Purpose

This evaluation was conducted to satisfy the requirements of FLPMA (PL-94-579, Section 307). Its purpose is to provide management with an objective assessment on the SC's overall efficiency and effectiveness in managing its programs, personnel, support functions, coordination (both within and outside the Bureau), its relationship to the BLM State offices in providing technical and administrative support, and in achieving its assigned objectives. This assessment is provided to increase the efficiency and effectiveness of the management team in administering the SC programs. The SC was found to be operating successfully, but the specific areas needing improvement are reported here in very direct language. Readers are reminded that these areas occur in a generally successful framework.

B. Executive Summary

The Service Center is a complex organization responsible for a wide variety of administrative and technical support functions for its BLM customers. In most functional areas, the SC is effectively meeting customer requirements. However, in meeting production goals, the SC's own institutional needs have been neglected. A high level of organizational stress is evident and the overall morale of the SC's generally competent and dedicated work force is dangerously low. The major issues are:

1. While there has been recent improvement, there has historically not been sufficient guidance from the WO to the SC, nor a clarification of the WO/SC role relationships, nor sufficient WO coordination with the States on the SC efforts.

2. There is an SC-wide weakness in human resource management, including communication with staff, coordination between staffs, workforce planning, training, and a variety of types of support to staff.

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3. There is an SC-wide weakness in management systems, the most notable being the lack of emphasis until recently on the IRM Master Plan, but also in a tracking, quality control, feedback, and the necessary emphasis on prompt problem identification and coordinated solution.

4. The line structure of SC-300 conflicts with its project nature.

On a positive note, the GME team found commitment, selflessness, and creativity with the individuals in every unit and level of the organization. There is a genuine concern forhealth and success of this organization by the SC employees. Good examples of problem solving and customer service were in evidence: the Solid Leasable Minerals System project; the development efforts of the Federal Financial Management System; successful efforts to use the Co-op program and the hiring of handicapped individuals throughout the organization; and the management investment in ergonomic furniture, systems units, and facility maintenance. The field gave praise for the survey cache, the library, the financial and support service areas, and the Systems Engineering and Data Administration units. Employee dedication was expressed in well thought out individual or group suggestions made to the GME team -- in some cases even when personal risk of reprisal was perceived.

The GME team believes that with appropriate positive actions to implement its recommendations, the SC can successfully deliver the Target System and administrative deliverables while becoming a rewarding place to work.

C. Methodology

The field work portion of this evaluation was preceded by an initial call for issues from the SC management team, employees and selected WO officials early in October. The issues were summarized in writing and shared with the SC and WO management team for confirmation and review. Scoping also included the administration of the General Management Evaluation Questionnaire (GMEQ) and, because one of the major issues that surfaced was personnel, the Personnel Management Evaluation Questionnaire (PMEQ) was also issued. Rather than have the employees complete two questionnaires the SC staff was divided into two sections. The GMEQ was administered on October 27, 1989, to one half and the PMEQ on October 30, 1989, to the other half of the SC staff. The results of the GMEQ were compared with the results from the GMEQ administered a year ago, so that the impact of the reorganization could be measured. In addition, a special questionnaire was sent to field users of SC services a year ago, and it was decided that this was sufficiently current to still be useful. An analysis of the GMEQ and PMEQ results was widely distributed to the SC employees on November 22, 1989, and is appended to this report. Selected WO staff (101, 700, 800, 880, 773, 720, 771, 704) briefed the GME team about their concerns and issues regarding the SC. The GME team was selected to have the skills needed to address the issues identified during scoping. To ensure objectivity, the personnel specialist and the computer specialist were drawn from outside BLM. The team is listed on the first page of this report.

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The site visit was conducted during the first half of December. Group and/or individual interviews were conducted with nearly every SC employee the team could reach, between 400 and 450 of the 503 employees in the SC. The previous SC Director was out of town during much of the site-visit, but met for an extended period with the team on weekends. The team also visited the Colorado State Office, located in Denver, the New Mexico State Office located in Santa Fe, NM (location of the Pilot Project Office for the Modernization Project), and the Secretary's Regional Representative, Margaret Sibley. A number of BLM State and District Offices were contacted by phone. All in all this was one of the most exhaustive scoping and interview efforts ever conducted for a GME.

The GME team wrote a draft of the evaluation report which was discussed in detail with the SC Director and his management team at the close-out meeting of December 13, 1989. Based on their immediate feedback and later extensive written comments the draft was edited and sent to team members January 23rd. The report was then edited and submitted to the Director.

A follow-up visit will occur in about one year to determine the effectiveness of carrying out the recommendations.

D. Background

The Service Center was organized to achieve two basic objectives: economies of scale through centralization of administrative, scientific, and technical equipment and personnel; and an effective setting for scarce skills which could be utilized jointly by field offices and BLM's Washington Office. As an example, the SC provides Bureau wide support for all of the financial processing functions and has the lead in Automated Data Processing functions, of which the development of the Modernization Project is a major responsibility. The SC also provides personnel support for the Colorado State Office. The SC has a 1990 total budget of $40.5 million and an FTE of 503. The SC is organizationally divided into two major groups: Information Resources Management (SC 300) with an FTE of 235 and a budget of $26.6 million; and Administrative and Technical Services (SC 600) with an FTE of 247 and a budget of $9.6 million. In addition, there are about 21 positions in the SC Director's office.

E. Topics Covered with No Findings

The following are topics reviewed by the GME team which were not of a magnitude to require a Finding, but were of sufficient importance that the team is including them here as suggestions or observations for SC management.

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1. SUPPORT

The Real Property and Space Acquisition Section of the Branch of Procurement SC 651C is responsible for the direction and coordination of operational functions of the Bureau's Real Property space management and quarters programs, the leasing of real property and administration of leases. They are divided into two acquisition units each covering discrete field offices. The State offices covered by each unit felt the units were knowledgeable, very responsive,and provided excellent feedback and outstanding turn around time. It was their perception that the coordination with other necessary functions within the SC was carried out in a like manner.

2. PHYSICAL PLANT

Building 50 leaves a lot to be desired. But once given the structure, it appears that there is a serious effort to make the space as livable as possible. There is a substantial investment in dividers, furniture, and equipment, and an additional effort is now underway to modernize with systems furniture. The principal complaint is the heating and air conditioning, primarily because the systems themselves do not appear adequate to the task and are prohibitively expensive to replace. The team suggests that SC management consider a more active effort to work with GSA to place directional baffles over vents to properly distribute the air, install more thermostats and controllers to regulate the temperature by zone, provide fans if supplementary circulation is needed, and ensure air conditioning issues are considered when hard walls are installed. (See further topics under Safety, below.)

3. TECHNOLOGY TRANSFER

In the GME questionnaire, around 95% of those who had direct contact with the Technology Transfer staff or their products agreed that the various functional aspects of the branch were being accomplished, the most positive ratings in the questionnaire both this year and last year. Interviews confirmed that most of the staff enjoys excellent morale and feels good about their work and accomplishments. The staff may need to increase cooperative efforts with State public affairs offices and generally strengthen outreach efforts. The new SC Director should consider additional means of involving this staff in the overall mission of the SC.

4. R&D FUNCTION

The SC Director asked the GME team to review the R&D effort in the SC. The Technology Transfer staff manages the R&D function because of its neutral position and to facilitate communication of R&D results. Under this coordination, State R&D coordinators and management met in the fall of 1988 to establish a firm foundation for the R&D program. With the excellent follow-up provided, the program appears to be moving on the right track. It has a clear mission and purpose, and the priorities are appropriately balanced between Congressional, Bureau, and field needs. Roles and

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responsibilities are clearly defined, although some fine tuning to better coordinate procedures with WO program staffs and the budget cycle remains to be completed. The progress is being well managed and is receiving the technical guidance it needs from the various levels of the organization. The SC Technology Transfer staff is in the process of hiring a R&D specialist to assist in the coordination, leadership, training and evaluation assistance to the SO R&D programs.

5. SERVICE CENTER NAME

The new SC Director, in conjunction with the Director/Deputy Director, should seriously consider a new name for the organization which ties it to the Bureau mission. The GME team understands that the US Army achieved significant employee morale benefits from renaming its Finance and Personnel organization at Ft Benjamin Harrison the "Soldier Support Center" and redecorating the facility with pictures of soldiers in action, etc. One suggestion for a new title is the "Land Management Technology and Support Center." Other better alternatives may be developed.

6. SAFETY

Employees expressed significant concerns about safety issues on site. These included increased and brighter lighting for the parking lots; examination and possible construction of steps or a railing to overcome the hazards of the frequently icy ramp leading to a rear area parking lot; increased sensitivity and training on building security for weekend workers; and a general concern about lack of GSA action on air quality, temperature, and building environment. A SC safety committee has been formed and has held one meeting. While these concerns are real, it should also be noted that in FY 88 the SC still had one of the best safety records in the Bureau. The GME team suggests that the new SC Director should ensure that the safety concerns identified above are considered by the Safety Committee. We suggest that the committee produce recommendations and implementation plans for management. We suggest using the Safety Committee as a real body for information dissemination. We also suggest making Safety an item of management attention at managerial staff meetings.

7. ORGANIZATIONAL DEVELOPMENT

It appeared to the team that SC management underutilizes the organizational development staff for in-house analysis and action. The staff has an active and important national role in the Careers Program of the Bureau. The two person staff has attempted to introduce various problem solving and leadership programs into the SC. A key area has been an innovative multiple agency training concept called the Executive Forum. These internal OD initiatives have had varying levels of success and support from the management team. Efforts to define a mission statement have generally failed. Communication issues and solutions within the organization have been explored by the OD staff but limited by a concern about disturbing managerial prerogatives.

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There are so many areas where the team felt that some OD assistance would be appropriate that the following suggestions should be taken as examples rather than a complete list: Chapter 2 identifies communication problems within SC 300, Chapter 3 suggests offices which need improved communication with Personnel, Chapter 4 suggests Technical Services offices which could improve internal communication, and Chapter 5 identifies areas for improving communication in EEO.

8. VOLUNTEER PROGRAM

The Secretary of Interior stresses the volunteer program and volunteerism by Interior employees. The SC volunteer program, operated by Personnel, receives little to no active support. Participation has been principally driven by outside organizations asking for opportunities to train students or workers. The Jefferson County Public School system and Warren Technical Institute were the two organizations who provided all volunteers. In FY88 there were 11 volunteers; in FY89 there were 12. None of the volunteers came from the 60 or older age category. No awards for volunteerism have been made by the SC. There was no management support for training in this area even when costs were fully supported by the PTC.

The team suggests that this area should receive more active encouragement from management. Use and publication of volunteer opportunities can be made through a number of organizations including the National Association of Retired Federal Employees. Internally, the volunteer program and its benefits need to be emphasized to the Division and Branch Chiefs so that work opportunities can be analyzed and where appropriate implemented. Recognition of employees for particularly outstanding volunteer efforts is encouraged.

9. RECORDS MANAGEMENT

A 1987 Administrative and Technical Procedures Review of the SC Information Resource Management program called for the establishment of a records manager position for the SC. This action still has not been completed in spite of development of a position description, continued Washington Office interest, and various SC meetings to discuss this matter. The team suggests that the new SC Director should place the position in Support Services and promptly fill it. (Note, this position has potential as an upward mobility opportunity.)

10. CONTRACTS

One of the letters in response to a draft of this report suggested that the team should have looked more closely at contracts. A technical review of contracts is normally beyond the scope of a GME and certainly beyond its scope if the possible issue is not brought to the team's attention until after they have left the site. The team suggests that this may be a fruitful area for an SC evaluation unit as described in Recommendation 5.3.

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11. RESOURCES

It appeared to the team that the Branch of Resources, SC 325, had sufficient work to do in addition to IRM that thought should be given to establishing it outside of SC-300 in the implementation of Worksheet 4.

12. MASTER PLAN

The team believes that a nationally accepted Master Plan is the proper basis for integrating SC efforts, and for resolving many SC disagreements. Thus this report refers to the Master Plan in many recommendations. Unfortunately, there has not yet been full agreement by BLM regarding the content of the Master Plan. Until such time that the final plan is signed and approved, actions taken on the basis of the draft Master Plan will have to be individually reviewed and approved just as the final plan would be.

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CHAPTER SUMMARY

Report title SC GME

CHAPTER	
NUMBER	TITLE
I	SC General Management

There are many factors which the team believes make it more difficult to provide effective leadership and management in the SC than in many other BLM offices. While the SC exists to provide technical and administrative service to the States and Washington Office, the many unrelated tasks involved in this service do not lend themselves to unifying central objectives. Thus the offices often lack the natural basis of communication and cooperation found in State offices. The unique skills of each office generally preclude any opportunity for advancement in other offices in the SC or the States, unlike the more general skills found in the States which allow a network of possible advancement routes and thus numerically far greater opportunities. The administrative work is often limited to production line applications that are efficiently centralized, which often limits identification with the ultimate products of the work. Many SC staff have never been to a District Office or a Resource Area and lack a personal identification with the Bureau's mission. The positions which do research and highly technical development are normally phased out as projects develop, which means they provide limited stability. Thus in both administrative and technical work there are often few visible rewards. While offices outside the SC have their own sources of stress, they also usually offer the satisfactions of on-the-ground accomplishment or the satisfactions of participating in Bureau-wide policy development associated with Headquarters positions. Often, the most tangible reward for many SC employees is simply a low level of complaints from "customers." In short, the basic nature of the SC requires an especially high level of communication, coordination, and human resource management to overcome the difficulties inherent in SC work.

The principal concern expressed in both the GME and PMEQ questionnaires was the quality of leadership, communication and coordination at all organizational levels. The team believed that caution was needed in interpreting these questionnaire findings because of the many differences between the SC and the offices on which the questionnaires were normalized. Thus an exhaustive effort was made to interview as many staff as possible, to divide groups so that employees would feel free to talk, and to provide ample opportunity for individual interviews with both managers and non-supervisors.

The GME team determined that the management, communication, and coordination problems are in fact present, that they are severe enough to possibly imperil various SC undertakings. The following two worksheets deal with the aspects that cut across all the divisions.

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EVALUATION WORKSHEET

Date 2/26/90	Worksheet number 1
Office Service Center	
Type of Evaluation General Management	
By (office) Washington Office	

Worksheet Subject SC General Management

Findings

It was clear to the team in nearly every office that technical work was being successfully performed and competently reviewed by supervisors. However it appeared that the accomplishment was often at great and unnecessary cost to the employees. Communication and project coordination between offices was substantially weaker than the technical work because the technical management was not matched with an equally high level of human resource management.

Some examples of weakness in management systems are:

A lack of effective methods for conflict resolution between senior managers is highly visible to employees. This often places subordinate supervisors and employees in untenable or very difficult positions when dealing with counterparts in other organizations. There is inconsistent application of SC-wide operating policies. There is a general lack of strong effective issue identification or resolution, systematic project tracking, accountability, and corrective action processes. AWP directives and the priorities they establish are not consistently followed and implemented (see Worksheet 2). Employees state that staff meetings are virtually non-existent in many branches, sections, and some Divisions.

Some examples of weakness in people management are:

In one SC Division, two thirds of the non-supervisory employees stated they would not recognize the SC's senior managers if they saw them. SC 600 employees virtually all feel treated as second class citizens compared to SC 300 employees in awards and other matters. Employees complain about managers and supervisors who do not say "hello" or "good morning" when they pass them in the halls. There is little evidence of use of highly effective "walk around management" and "participative management" techniques. Significant numbers of employees were unwilling to talk with GME team members for fear of retaliation. Employees and some supervisors stated that managers will not listen to dissenting views and that even stating them is dangerous. Some women employees believe that their opinions are not respected because they can not afford to dress in a "professional" manner, even though their job does not require that they meet the public.

It is not the intent of the team to dwell on any one of the instances, merely to illustrate the breadth of the concern expressed by employees. The principal finding is not that marginal improvements are needed in a few specific areas but that a sweeping reform is needed to ensure that the technical management is matched with an equal emphasis on human resource management, both in its systematic applications and in its face to face applications.

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EVALUATION WORKSHEET
CONTINUATION SHEET

Page 2 of 2	
Date 2/26/90	Worksheet number 1 (cont.)
Office evaluated Service Center	
Type of evaluation General Management	
By (office) Washington Office	

Worksheet subject SC General Management

Recommendations

1. The Director/Deputy Director should act expeditiously to fill the SC Director position with an individual possessing strong management skills in both the systematic and face to face aspects of human resource management, and the personal strength to insist on the same from the SC management team. Due to the complexities of the Modernization effort, selection of the SC Director should include consideration of the capability to work effectively as a team with the SC-300 managers.

2. The new SC Director should ensure that there are effective management systems in place, including system-wide planning following established priorities in the AWP directives, clear communication and coordination, internal conflict resolution procedures, human resource planning, tracking of progress, and PIPRs. The new SCD should also ensure that managers are held accountable for effectively using these systems. Possible steps may include a planned program of managerial and supervisory training documented in mandatory annual IDPs, organization development efforts, SCD visits to branch staff meetings, review and revision of PIPRs, and frequent opportunity for feedback from non-supervisors.

3. The new SCD should develop a long term program to help all SC employees understand and identify with basic BLM missions and the various goals of the SC. Possible steps may include public speaking from the SC's and the CSO's many visitors, emphasis in the logos and graphics around the SC, publicly highlighting successful outcomes of mission support, field trips to SO, DO, and RAs, etc.

4. The new SC Director should establish a vigorous program to enhance human resource management (HRM) at the SC. The program should integrate the various aspects of HRM and a strong insistence that good communication and coordination be practiced at every level. Details are provided in Worksheet 7.

5. As part of the management systems mentioned in recommendation 1.2, above, the new SC Director should ensure that there are strong systems of accountability, quality control and feedback. This should specifically include:

   a. Systematic checks of quality control within the administrative functions, which will entail developing a SC Program Evaluation function, probably specializing in Technical Procedures Reviews (TPRs) focused on SC functions.

   b. Periodic technical reviews of new initiatives, particularly those in IRM, conducted by teams drawn from outside the SC and possibly from outside the Bureau.

FINAL REVIEWING OFFICER	Title Deputy Director	Signature Dean Stepanek	Date 3/15/90

IMPLEMENTATION

Assigned to (office)	Response date
1-Director/Deputy Director 2-5: SCD	8/31/90

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EVALUATION WORKSHEET

Date	Work Sheet Number
2/26/90	2

Office Evaluated: Service Center

Type of Evaluation: General Management

By (office): Washington Office

Worksheet Subject: Budget

Findings

The budget for computer modernization is expected to vary through its various phases. It appeared to the team, however, that there was so much fluctuation in the operating budget that SC planning became unreasonably difficult. This resulted in an unnecessary level of confusion and bad feelings between the SC, WO, and the field, and may have encouraged what appeared to be a number of cases of deviation from AWP priorities. Examples are not including support for the priority ASAP project, and diverting to other needs additional support intended for the Bureau Recruiter. It also appeared that some funding problems had gone unresolved far too long. Examples include the ongoing confusion about funding the historian position, and the long history of insufficient funding for Micrographics. These latter issues are clearly not the fault of the SC - the decisions must be made by the Field Committee and the WO. But the failure to resolve the issues has caused a good deal of confusion within the SC.

Recommendations

1. The new SCD should ensure that priorities established in the Annual Work Planning process are fully reflected in the internal allocation of SC resources.

2. For budget activities other than Information and Resource Data Management and General Administration, the new SC Director and the Assistant Director, Management Services, should oversee a coordinated effort to establish a base funding level for the SC for approval by the Deputy Director, similar to the funding process established for the Phoenix Training Center.

FINAL REVIEWING OFFICER	Title	Signature	Date
	Deputy Director	Dean Stepanek	3-15-90

IMPLEMENTATION

Assigned to (office)	Response Date
1: SCD 2: SCD & AD-Management Services	8/31/90

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CHAPTER SUMMARY

Report title
SC General Management

CHAPTER	
NUMBER	TITLE
II	SC 300

The success of the BLM's Modernization Project rides on our ability to provide strong project management to overcome the technical and contractual problems, maintain clear communication both within the project and with the Bureau culture, establish a high level of user acceptance, and to integrate modernization into the Bureau's decentralized culture. The GME team noted conflicts in each area.

This is a general management evaluation, not a technical review or an evaluation of the systems themselves, although the team feels that technical reviews should be routinely scheduled in the future. Working within the strengths and limitations of the GME approach, the team's general impression is that the ALMRs portion of the Modernization project is well conceived, making good progress, and generally staffed by bright, able people.

But it was very clear to the team that there is a risk of failure inherent in the work, there is an absence of pre-existing structures and experience in this type of work, there is a cultural conflict between efficient systems management and the decentralized Bureau management approach, and the team saw substantial shortcomings with the management of the Modernization effort. As a result, the GME team concludes that rigorous actions are required to bring the project into a structure and management style that is sufficient to overcome the substantial challenges the SC faces. The following four worksheets try to identify the priority actions that should be taken, but the breakout is somewhat arbitrary because the issues are so tightly interconnected.

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EVALUATION WORKSHEET

Date	Worksheet number
2/26/90	3

Office: Service Center

Type of Evaluation: General Management

By (office): Washington Office

Worksheet Subject: Guidance

Findings

There is a substantial problem with the guidance and direction from the Washington Office. The problem has many roots: the AD-700 position has been vacant for more than a year; there is an odd division of responsibilities betweem WO 770 and WO-704; there has not been a consistent definition of the scope of the target Modernization project, the scope of Interim, or their relationship, with the result that States are tending to support Interim at the expense of Target; there are conflicting directions regarding the level of support to be provided to Interim projects from the various division chiefs; the SC has not been required to follow OMB Circular A-109 regarding IRM project development; and there is a bewildering collection of committees overseeing the Project. In short, there is no evidence of the firm, consistent guidance necessary for a project to flourish.

Within the SC there has not been a clear understanding of exactly who should be doing what and how it fits together. The team discovered a number of instances of duplicated and overlapping work assignments (another source of employee complaint). It appears that these duplicated work efforts, which are viewed by employees as "turf battles", often were the result of managements desire to test the capabilities of the new organization, and to add assurance that something would be produced. However, this technique has exacted a high price in employee confusion and morale. At the same time, many of the basic requirements for new computer projects outlined in OMB Circular 109 do not appear to be assigned to any office. It also appeared to the team that the reorganization was partially driven by personnel considerations to support grades.

The document that should integrate project guidance is the Master Plan. It appeared to the team that the IRM Master Plan was not given a high enough priority, and that the planning process was not sufficiently used to raise potential problems for coordinated solution. Ron Hofman appears to have recently energized the planning process, but there are still many problems to be solved. An example that came out during the time this report was being edited is that the telecommunication system does not appear to be sufficient to support FFS, Match-Merge or Interim, and may cost an as yet unbudgeted $400,000 to over $1 million to properly fix. Since FFS was supposed to be up and running a year ago, this late discovery suggests a substantial breakdown in the planning process, even if the specific fault for this instance lies outside the SC.

The team did not find sufficient clarity in the current draft of the Master Plan regarding steps and timetable to move the Modernization effort from development to implementation and finally to a support role as the field takes over management of the Target system. The field appears, to the team, to have a very negative reaction to not seeing how they will eventually end up responsible for their own system.

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EVALUATION WORKSHEET
CONTINUATION SHEET

Page 2 of 2	
Date 2/26/90	Worksheet number 3 (cont.)
Office evaluated: Service Center	
Type of evaluation: General Management	
By *(office)*: Washington Office	

Worksheet subject
Guidance

Recommendations

1. The Deputy Director should initiate the WO/SC Roles and Functions study to clearly resolve role issues in Information Resource Management, specifically between WO-700, WO-704, SC-100, and SC-300. (This recommendation was implemented while this GME report was being edited.)

2. The Deputy Director should ensure the IRM Master Plan is fully up to date, in compliance with OMB Circular A-109, and articulates the IRM responsibilities and coordination throughout the organization. Based on this, he should ensure that clear guidance on IRM matters is provided to the SC and the States, and that the States and SC work in concert on IRM matters.

3. In conjunction with the above recommendations and OMB Circular A-109, the new SC Director should carefully develop a project charter for the Deputy Director's approval including objectives, expectations, authorities, timetables, and identification of required resources.

4. The new SC Director, in conjunction with the SC 300 Division Chiefs, should immediately review the Master Plan and all current Modernization project assignments to eliminate duplicated or overlapping assignments. This can be accomplished in the short term, but will also need a longer term review in conjunction with the next worksheet.

5. The new SC Director, working with the WO-700, should ensure that the Master Plan clearly articulates the process and timetable of the field assumption of operating responsibility for the Target system. The plan should be widely shared with both the SC and the field. The plan should recognize that as SC manpower requirements for the Modernization project begin to decline, there is an invaluable opportunity for SC personnel to move to other Bureau offices to help make the Modernization effort a success and fully utilize Project results throughout the Bureau.

6. The new SC Director should ensure that there is explicit tracking of tasks within the IRM Master Plan.

FINAL REVIEWING OFFICER	Title Deputy Director	Signature Dean Stepanek	Date 3/15/90

IMPLEMENTATION

Assigned to *(office)*	Response date
1&2: Deputy Director; 3-6: SCD; 4: SC-300 Div. Chiefs; 5: AD-Support Services	8-31-90

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EVALUATION WORKSHEET

Date	Worksheet number
2/26/90	4

Office: Service Center

Type of Evaluation: General Management

By (office): Washington Office

Worksheet Subject: Structure

Findings

The team found that the line structure of SC-300 was inappropriate to its project nature. In relatively stable situations organizations adopt the line method of organization to carry out well established, consensus objectives and relatively routinized work. Hence, the establishment of conventional divisions, branches and sections. Line methods of organization are not communication intensive by design. Communications on objectives, tasks, expectations and performance are maintained through manuals, PDs, PIPRs, staff meetings, and other mostly formalized low intensity communication techniques. Because of the stable environment, training is often not as essential to obtaining objectives.

The project method of management, by contrast, differs mainly in its limited time framework and phased work. Projects go through a series of stages (life cycles) which include project planning, execution of major activities, and project phase-out. In effect, projects bring together personnel with diverse knowledge and skills, most of whom remain associated with the project for less than its full life. The success of this type of project is dependent upon establishing explicit goals, the identification and sequencing of major steps to be performed, assignments of responsibility, and detailed cost estimates, and then using all of these tools in close project management. The success of a project particularly depends on these efforts being conducted in a relatively precise and rich communication environment.

The SC-300 management has tried to win more freedom to respond to the rapidly changing environment, but they have not risen to the need for increased communication and they have not sufficiently addressed the OPM requirements regarding classification. The result has been organizational gridlock, accomplishing neither the smooth functioning of a line organization nor the adaptability of a project organization.

An example of the need for project management is the current state of Match-Merge, an important effort in ALMRS development, which is floundering in the current organizational environment. It properly, and urgently, needs to be brought into project/task discipline and methodology, and equipped with a work element manager and mini-charter. Through these methods, employees can be assigned a task and carry it out without micro-management (another major employee complaint).

The team agrees with SC-300 that more creative recruiting and staffing efforts are needed and that generic PDs would greatly simplify the management effort (generic means covering one individual through several phases of a project, not relaxing the standards for classification). At the same time the team agrees with the Personnel Office that the SC must fully meet OPM requirements in setting grade levels, that the current PDs do not appear to be accurately written and coordinated with other PDs, that SC 300 does not allow Personnel to audit the existing positions, that there does not appear to be a thoughtfully written plan for moving staff between the phases of the Project, and that this lack of precision has contributed to much of the confusion regarding structure and communication. What is needed is for both Personnel and SC 300 to work cooperatively while recognizing that there are requirements to be met on both sides.

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EVALUATION WORKSHEET
CONTINUATION SHEET

Page 2 of 2	
Date 2/26/90	Worksheet number 4 (cont.)
Office evaluated: Service Center	
Type of evaluation: General Management	
By *(office)*: Washington Office	

Worksheet subject: Structure

Recommendations

1. The new SC Director, working in concert with the studies identified above, should reconsider the SC 300 reorganization of last year with a view toward either re-establishing a pure project structure or as a minimum a more flexible less compartmentalized organization and/or operating procedure that promotes better communication and use of staff through project management techniques.

2. The new SC Director should ensure that there is a fully cooperative relationship between SC-300 and Personnel, with Personnel making the extra efforts needed to meet the special requirements of the Project, and SC-300 making the extra efforts needed to provide good personnel management within the Project, and timely information to Personnel. In particular this means that PDs are appropriately graded and accurately describe the duties to be performed in each phase of the Project, and that the phases are closely tied to the Master Plan.

FINAL REVIEWING OFFICER	Title: Deputy Director	Signature: Dean Stapanek	Date: 3-15-90

IMPLEMENTATION

Assigned to *(office)*: 1&2: SCD	Response date: 8-31-90

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EVALUATION WORKSHEET

Date	Worksheet number
2/26/90	5

Office: Service Center

Type of Evaluation: General Management

By (office): Washington Office

Worksheet Subject: SC 300 Internal Communication

Findings

The GME questionnaire results, strongly substantiated by the interviews, indicate that SC 300 suffers from massive communication problems resulting in work duplication, errors, problems not being surfaced or solved, lack of coordination, and massive staff frustration. To a large degree the communication problem results from problems in structure and systematic management, which were addressed in the previous worksheets. The remainder of the problem, however, comes from the failure of SC managers and supervisors to meet their responsibilities for interpersonal and interoffice communication. This problem is acknowledged by some managers, for example in the responses to the GME draft report, the DSCD for IRM wrote:

> "...the report accurately identifies the need for improved internal management and communication structures, and practices, and suggests they should be put in place even at the expense of production and delivery schedules. While this sounds good in theory, it is highly unrealistic given current field expectations and demanding time lines that often require 100-150% of an eight hour day in order to achieve the product deliverables. What often gives way under the press of production are the staff meetings, the timely communication, and the personal management time that makes people feel good..."

The team finds that saving time by eliminating timely communication and coordination is a false economy, effective only in the very short run but terribly destructive in the long run. We believe that adequate coordination and communication leads to a net increase in effective work time.

SC managers and supervisors appeared to have several overlapping problems in interpersonal communication: many did not seem personally skilled at it, perhaps because their technical background was not sufficiently augmented with management training; they did not include time for it in their plans; they did not insist that communication problems be raised and solved; and countless hidden agendas appeared to flourish in the absence of sufficient top management pressure to finalize the Master Plan, bring out possible conflicts in that context, and reach speedy resolution. These problems were compounded by the frequency with which many supervisors deny there is a communication problem in their own unit, despite nearly unanimous statement from the workers to the contrary.

It appeared to the team that the strength of the complaints regarding communication varied by the degree of existing professional norms for the offices and how central these offices were to the main goals of modernization. Thus the branches providing systems capacity, capability planning, data modeling, and active system development, seemed the most positive of the IRM groups, while the branches which expressed the most dissatisfaction, Operations, Resources, and Target Implementation, were those who perceived themselves as more distant from the action. This suggests that the greater efforts may be needed to ensure a sufficient flow of communication and coordination as offices recede from the central action.

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EVALUATION WORKSHEET
CONTINUATION SHEET

Page 2 of 2	
Date 2/26/90	Worksheet number 5 (cont.)
Office evaluated Service Center	
Type of evaluation General Management	
By *(office)* Washington Office	

Worksheet subject SC 300 Internal Communication

Recommendations

1. The new SCD should make every effort to finalize the Master Plan, use the current draft to surface issues and conflicts, and promptly resolves any problems.

2. The new SCD should ensure that there is a strong plan and practice of internal communication and coordination, both up, down, and across the chain of command. Training should be provided to supervisors on the skills of communication. The SCD should consider visiting branch or unit staff meetings to make sure these skills are effectively applied.

FINAL REVIEWING OFFICER	Title Deputy Director	Signature Dean Stepanek	Date 3-15-90

IMPLEMENTATION

Assigned to *(office)*	1&2: SCD	Response date 8-31-90

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EVALUATION WORKSHEET

Date	Worksheet number
2/26/90	6

Office: Service Center

Type of Evaluation: General Management

By *(office)*: Washington Office

Worksheet Subject: SC 300 External Communication

Findings

To be successful, systems require a high level of user acceptance, which is obtained through clear and responsive communications. However, the GME questionnaire administered a year ago to field users of SC products clearly indicated concerns or confusion about the products being developed and the impacts these products would have on the States. A profound lack of user knowledge about what was being developed in ALMRS was identified as a major problem in the Minerals Adjudication evaluation, and the recent LIS Training Needs Analysis study conducted by the Phoenix Training Center showed that large numbers of staff do not have sufficient information about their current computer needs, not to mention future needs resulting from ALMRS and Modernization. In short, there is wide spread agreement on the need to let people outside the SC know what is going on now, what is expected, and their roles now and in the future.

Technology Transfer has an important role in IRM information dissemination, but the efforts to date have not been nearly sufficient. The real need is for each of the IRM Divisions and the WO to make sure that they are getting the word out to all of the relevant SC, WO and field staff.

An example of the communication problem is the secrecy surrounding the RFP. The team recognizes the need for security regarding a limited number of procurement issues. However we felt that the security had gone too far: the RFP is the biggest thing BLM has ever undertaken, yet most of our own staff including most members of the Bureau Management Team do not know the strategy and structure of the undertaking and thus can not cooperate or appropriately raise issues, greatly adding to the confusion and resentment. The team believes that a short, plain language description of what the proposed contract is about could have been prepared for staff and contractors alike, without jeopardizing the substantial efforts that have gone in to an open and honest competition. In any event, the RFP should be released soon after this report and the plain language description could be prepared for immediate release thereafter.

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EVALUATION WORKSHEET
CONTINUATION SHEET

Page 2 of 2	
Date 2/26/90	Worksheet number 6 (cont.)
Office evaluated Service Center	
Type of evaluation General Management	
By *(office)* Washington Office	

Worksheet subject
SC 300 External Communication

Recommendations

1. The new SC Director and WO-700 should develop a comprehensive plan for ensuring full exchange of information and ideas, both with the WO and the States, and ensure that each Division is providing the necessary information and effort for that communication.

2. SC-300 should prepare a plain language statement of the RFP requirements, showing the relationship to the Interim system.

FINAL REVIEWING OFFICER	Title	Signature	Date
	Deputy Director	Glen Stephens	3-15-90

IMPLEMENTATION

Assigned to *(office)*	Response date
1: SCD & AD-Support Services 2: SC-300	8/31/90

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UNITED STATES
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BUREAU OF LAND MANAGEMENT

CHAPTER SUMMARY

Report title SC General Management

CHAPTER	
NUMBER	TITLE
III	Personnel

The Division of Personnel consists of the Division Chief's staff and the 631 Branch of Operations, which includes two sections. The Personnel office provides the full range of personnel services to approximately 1145 employees in both the SC and the Colorado State Office (CSO), and also performs certain Bureau-wide functions in the areas of affirmative recruitment, safety, and automated personnel systems. In a letter to the team, a Personnel staff member calculated that of the 26 employees in Personnel, about 20.5 workyears are available for "providing operations services... for a ratio of 1 Personnelist for every 56 permanent employees" (this corresponds closely with the team's calculations). The Personnel office has been gradually declining in size since the consolidation of the SO and SC personnel staffs, and is now roughly average for the Department. The Division chief takes pride in running a lean and economical shop.

A GME is not an in-depth regulatory evaluation such as a Personnel Management Evaluation, but instead performs a general review of the Personnel office and collects the views of "users" of personnel services, both managers and employees. The results thus focus on how Personnel fits into the larger management plan rather than on the technical details of administering the program.

Employees advise that they generally receive timely information on benefits, information on vacancies, and responses to pay and leave questions when they raise specific issues with the SC Personnel Staff. Employees interviewed at the Colorado State Office particularly mentioned that personnel specialists have a regular schedule of visiting the office and providing on-site training sessions and employee benefits briefings. Individual counseling sessions may also be set up as needed. Employees generally report that personnel staff are available to them, particularly for matters of a routine nature, although there were some complaints about phone calls not being returned, brusque attitudes, and similar indications of a staff stretched thin.

A significant concern raised by numerous individuals in questionnaire comments, group interviews, individual interviews, and written comments to the team is that the SC is very weak in carrying out its broader responsibilities for overall human resources support. Much of this failure rests with the line divisions of the SC, and is addressed elsewhere in this report. It also appeared to the team that the Personnel Office was not taking the lead in pushing for excellent human resource management. They appeared too busy managing the paper to manage the resource. Without subtracting from the excellent work done by many individuals, the team feels strongly that a substantial change in orientation of the Personnel program will be necessary for the long term health of the SC. The following four worksheets deal with specific aspects of this central problem.

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EVALUATION WORKSHEET

Date	Worksheet number
2/26/90	7

Office: Service Center

Type of Evaluation: General Management

By (office): Washington Office

Worksheet Subject: Staff Level and HRM Initiative

Findings

The size of the personnel staff at the SC results in a servicing ratio that is roughly average for the Department, and the average needs of the CSO and the SC appear to be met in an above average manner. In addition, however, the SC has several unusual needs that are not being met:

Unlike most BLM State offices, the nature of the SC work requires that new structures and new skills be phased in and out on a very tight timetable. Accomplishing this requires creativity, a great deal of effort, and close coordination with management. For example, there are recruitment and classification problems that BLM has simply never had to face before, and OPM guidance is more suited to ongoing programs rather than quickly evolving projects.

The inherently difficult management circumstances described in worksheet #1 require extraordinary efforts to orient, train, and provide personnel and human resources support to SC staff. Some initiatives at the SC are staffed using "matrix management." This has produced great savings over hiring new staff for each project, but has constant implications for PDs and management issues. Keeping up with these projects is an extra drain on Personnel.

There were numerous complaints about: the amount of time spent providing advisory and counseling services to management and supervisors on some important personnel program matters such as the development of IDPs, exploring the use of broader staffing techniques, and providing feedback on proposed organizational and position description changes; and the amount of employee orientation, supervisory training, new technology training, and general employee group training sessions needed on such issues as human resources, management, and EEO issues. In short, staff did not seem to look on the Personnel office as a source of support.

While it is generally a virtue to have a lean staff, the team feared that the leanness had been taken to the point of sub-system optimization. In other words, the local savings result in a greater cost to the larger organization.

The problems in meeting the special needs of the SC appeared to the team to be exacerbated by the management approach of the Personnel office. The management style of the division chief was frequently characterized as "negative", that is, he does not organizationally foster open, helpful, creative solutions to the numerous and difficult personnel problems faced by the SC, despite the technical competence with which specific actions are completed.

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EVALUATION WORKSHEET
CONTINUATION SHEET

Page 2 of 2	
Date 2/26/90	Worksheet number 7 (cont.)
Office evaluated: Service Center	
Type of evaluation: General Management	
By (*office*): Washington Office	

Worksheet subject: Staff Level and HRM Initiative

Recommendations

The new SC Director should ensure that the SC is making an aggressive effort to improve human resource management (HRM). At the minimum this should include:

1. A vigorous initiative by the Personnel Office to improve HRM within the SC, including working with management to improve: workforce planning; IDPs; the responsiveness of training; supervisors' communication skills; supervisors' skills in systematic management issues such as tracking and feedback systems; employee orientation; and new technology training. Additional topics are identified in Worksheet 8 and 15.

2. Close cooperation between Personnel and SC-300, including: early warning by SC-300 when organizational and staffing issues are being considered so that Personnel can provide input during formulation; timely provision by SC-300 of the full division of responsibilities within a unit so that positions can be properly classified; and creative suggestions from Personnel on alternative solutions for meeting management needs. Additional topics are provided in Worksheet 4.

3. A review of the Personnel Office to make sure there is the correct skill mix and that all staff are fully productive.

4. A positive attitude by the Personnel Office in finding open, helpful, creative solutions to SC Personnel issues.

5. After these initiatives are underway, the new SCD should review the production in Personnel to determine if the Personnel office is adequately structured and staffed to meet the full range of the SC need for personnel service to management and employees, and explore alternatives for additional resources if needed.

FINAL REVIEWING OFFICER	Title: Deputy Director	Signature: Dean Stephenson	Date: 3-15-90

IMPLEMENTATION

Assigned to (*office*)	Response date
1-5: SCD	8/31/90

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EVALUATION WORKSHEET

Date	Worksheet number
2/26/90	8

Office: Service Center

Type of Evaluation: General Management

By *(office)*: Washington Office

Worksheet Subject

Career Path Problems

Findings

A strong perception exists within the organization that SC experience is not career enhancing. This perception is not universal; but dozens of individuals expressed their concerns that States did not respect their professional stature at the SC; did not have need for SC skills and would give preference to non-SC applicants. Many individuals were uncertain and concerned about their career paths, feeling they could not get out but could not advance where they were either. In a large proportion of the interviews individuals said they wished there were more bridge positions, upward mobility positions, details to the field, or that individuals brought in from the field were provided an opportunity to return to a field location after a specified time period. It appeared to the team that while there were a few bridge and upward mobility positions, Personnel had not been aggressive in developing such pathways and that substantially more efforts could be of great benefit, both to SC employees and to the Bureau as a whole. For example, the SC could be a training ground for Administrative Officer and DSD for Administration positions. Employees with experience in the Modernization project can be of immense value in assisting other offices in accommodating themselves to new IRM work tools. Employees with outstanding skills in physical and biological sciences would be more attracted to SC resources positions if clearer or more certain opportunities to return to line management or program leader jobs were evident, and a plan outlined for mobility.

While it is true that many SC positions have no counterpart in the States and may not be part of the "normal" BLM career path networks, the team notes that similar concerns about career paths are also expressed within the State offices. There may be some underlying demographic reasons leading to a constriction in turnover throughout the Bureau at this point. The point here is simply that the SC concerns are at least as valid as those expressed elsewhere in the Bureau, and should be studied from their special perspective and ameliorated to the degree possible.

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EVALUATION WORKSHEET
CONTINUATION SHEET

Page 2 of 2	
Date 2/26/90	Worksheet number 8 (cont.)
Office evaluated Service Center	
Type of evaluation General Management	
By *(office)* Washington Office	

Worksheet subject Career Path Problems

Recommendations

1. WO-800 in coordination with the new SC Director should establish a task force to examine alternatives and cost/benefit considerations for better utilization of the SC as a training ground and center for technical excellence through establishment of new training programs and utilization of related Personnel techniques such as term assignments with guaranteed return, long term details, etc. Employees participating in such efforts should have thoughtfully developed IDPs which are regularly monitored.

2. The new SCD should encourage a team approach to reviewing selected SC positions to ensure that upward mobility positions, bridge positions, and similar career development avenues are developed where appropriate. Note that much of the interest for such positions at the SC involves higher grades than normally thought associated with such efforts.

FINAL REVIEWING OFFICER	Title Deputy Director	Signature Dean Stepanek	Date 3-15-90

IMPLEMENTATION

Assigned to *(office)*	Response date
1: AD-Management Services & SCD 2: SCD	8-31-90

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EVALUATION WORKSHEET

Date	Work Sheet Number
2/26/90	9

Office Evaluated: Service Center

Type of Evaluation: General Management

By *(office)*: Washington Office

Worksheet Subject: Awards

Findings

In both questionnaire results and employee interviews numerous concerns were expressed alleging that there are "favorite" employees who receive awards many years in succession -- and the perception that some GM employees have received special awards for the same accomplishments covered by the PMRS awards.

Recommendations

The new SC Director should review the distribution of cash awards throughout the SC for the past two years and evaluate equity across organizational lines. The SCD should ensure that all requirements for appropriate Special Act awards are satisfied before such awards are given to GM employees. It would be helpful to publish and distribute the results of the review.

FINAL REVIEWING OFFICER	Title	Signature	Date
	Deputy Director	Dean Hoffman	

IMPLEMENTATION

Assigned to *(office)*	Response Date
SCD	8/31/90

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EVALUATION WORKSHEET

Date	Work Sheet Number
2/26/90	10

Office Evaluated: Service Center

Type of Evaluation: General Management

By *(office)*: Washington Office

Worksheet Subject

Coordination with Union

Findings

The GME team is mindful of the need to maintain management rights, and is somewhat reluctant to make recommendations in the area of labor relations. However the principal issue in this report is human resource management, and we believe that management and the union have a large community of interest in HRM matters and can productively work together to identify and solve HRM issues. While there have been a few meetings between Personnel and the Union as called for in the contract, it did not appear to the team that much was being made of the opportunity to work together to identify and solve HRM issues effectively.

In addition, Union leaders asserted that none of the Union members who have made best qualified lists in the SC during the last year have been selected for a position. The team did not determine if this were true, or if so, if it were simply coincidental. We did, however, take their perception as an example of the strained relations the Union felt with Personnel and SC management.

Recommendations

1. The new SC Director should insist on regular communications between the Union and the Personnel Office and take steps toward developing a positive relationship to solve common problems.

2. The SCD should also encourage opportunities for union leadership officials to be included in supervisory training courses given by the SC personnel staff, hopefully leading to a better understanding of the rules and regulations of personnel management and in turn to better relations.

FINAL REVIEWING OFFICER	Title	Signature	Date
	Deputy Director	Glen Stepanek	3-15-90

IMPLEMENTATION

Assigned to *(office)*	Response Date
1&2: SCD	8/31/90

The Division of Technical Services consists of five branches. These are the branches of Mapping Sciences (SC 671), Building Engineering (SC 673), Engineering Services (SC 672), Photo Imaging (SC 675) and Cadastral Surveying Development (SC 678). Within these Branches are nine sections. Branches within the Division supply a wide range of technical services and products to customers within the SC, BLM field offices, other agencies, and to the general public.

With the exception of Cadastral Survey Development and Micrographics, the field office customers appear satisfied with the technical services they are receiving.

In the Micrographics unit of the Photo Imaging Branch delivery schedules have been slipping for at least the last five years. However, this problem is now being corrected. The unit is meeting a revised schedule and is receiving mixed support from SOs and the WO. The unit's primary function is filming the Cadastral Records of each State Office and therefore its support is viewed as a Cadastral funding issue. However, the microfilmed records are used by virtually every program in the Bureau and are an important Bureau resource.

Internal issues are varied and complex. The division chief has weekly staff meetings with his branch chiefs, yet the staffs feel they are not being informed. They feel cut off from what is happening in IRM even though three of the branches (Mapping Sciences, Cadastral and to a lesser extent Engineering) are currently involved with some phase of the IRM process and feel they need to know what is going on. There is a general dissatisfaction with hiring and promotion practices. The Cartographic Section is a customer of the Photo Lab, for about 25% of the jobs and 36% of the workhours of the photo Lab workload, yet working relations are poor. This unit is also a user of the ADS and MOSS software but they are concerned because they do not become aware of change until is is already in place and implementation problems arise. Other concerns range from a lack of understanding and communication around the AWP, overhead, travel ceiling, management process, to Engineering branch chiefs distributing mail, to telephone message problem due to separation and clerical arrangements.

It appeared to the team that the problems identified in this chapter are not as severe as those identified in previous chapters, and that the general solution rested on the Division Chief taking a stronger role in bringing such issues to the surface and resolving them. Branch-specific guidance is provided in the following worksheets, however, to respond to issues raised by the SC during scoping.

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EVALUATION WORKSHEET

Date	Work Sheet Number
2/26/90	11

Office Evaluated: Service Center

Type of Evaluation: General Management

By *(office)*: Washington Office

Worksheet Subject

SC 675 Photo Imaging

Findings

The recent reorganization that combined the Branches of Micrographics and the Photo Lab into one branch titled the Branch of Photo Imaging took place at the end of July 1989. Reasons for the change were funding concerns and a long standing inability to meet production schedules in the micrographics unit. The new organization has met the scheduled delivery time for New Mexico and is on schedule for delivery to Arizona, Alaska, Nevada, Idaho, and Utah by 1995 and Wyoming by 1997 (obviously this assumes sufficient, stable funding and good equipment). In addition, the finished products have been moved to an environment where further deterioration will not take place. New equipment is planned to be purchased this FY that will replace 30-40 year old equipment. The new equipment will provide a product of a high enough quality to allow it to be moved to another medium in the future should that be advisable (i.e., optical disk or other technologies coming down the road). At a recent Field Committee meeting, guidance was provided to WO-880 to assure a more stable budget environment so that the necessary work can be completed.

While the increased efficiency and the other actions taken as a result of this reorganization are admirable, both the questionnaire and the interviews indicated poor morale and communication in the new Branch. In addition, working relations between the Cartographic Section in the new Mapping Sciences Branch and the Photo Lab Section are still strained. While the newness of the reorganization in both units may be contributing, management needs to deal with these issues.

Recommendations

1. Within available funding, the new SC Director should insure continued emphasis on improved efficiency and effectiveness through the purchase of new equipment and skills for the micrographics unit as outlined in the reorganization study "Proposal and Decision Document -- Proposal to Merge Branches of Photo Lab and Micrographics" approved by SCD 7/20/89.

2. Management needs to place the same amount of effort and focus on improving communication, morale, and other human resource goals as has been expended on improving production to facilitate leveling out the reorganization. This may be an excellent area for an OD effort.

FINAL REVIEWING OFFICER	Title	Signature	Date
	Deputy Director	Dean Stepanek	3-15-90

IMPLEMENTATION

Assigned to *(office)*	Response Date
1&2: SCD	8/31/90

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(June 1933)

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EVALUATION WORKSHEET

Date	Work Sheet Number
2/26/90	12

Office Evaluated: Service Center

Type of Evaluation: General Management

By *(office)*: Washington Office

Worksheet Subject

SC 671 Mapping Sciences

Findings

The Remote Sensing, Cartographic, and Photogrammetry units were reorganized into the new Branch of Mapping Sciences on July 1989 in "Proposal and Decision Document -- Reorganization of Branch of Mapping." This reorganization along with the the changes in Photo Imaging has things somewhat unsettled. However, there is a long standing problem in the work relationships between Cartography and the Photo Lab that predates these reorganizations. Other issues raised were the lack of training available in the area of automated mapping techniques, the lack of direction needed for Cartography to support the SOs (compounded by the lack of common terms), and problems between Mapping Sciences and the Division of Systems Engineering SC-340 over timely awareness of changes being made in ADS and MOSS software. Since Mapping Science plays a vital role in getting the RBD and other Bureau Resource data into a digitized format, both in the SC and the SOs, it is critical that these issues be addressed.

Recommendations

1. The new SC Director should take steps to provide more digitizing and other automated mapping training so that BLM is not totally dependent on a contractor.

2. WO 800 and 700 should look at the organizational disconnect between DSC Mapping Sciences and existing structure in the SOs. The Van Zanden Study recommended a Mapping Sciences organization. An example of this need is the problem the SC is having communicating with SOs due to the lack of common terminology.

3. The Chief, SC 671, should develop better communication ties with SC 340 and 675 in order to provide more complete support to the field offices.

FINAL REVIEWING OFFICER	Title	Signature	Date
	Deputy Director	[signature]	3-15-90

IMPLEMENTATION

Assigned to *(office)*	Response Date
1: SCD; 2: AD-Management Services & Support Services 3: Chief, SC-691	8-31-90

Form 1240–7
(June 1983)

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET

Date	Work Sheet Number
2/26/90	13

Office Evaluated: Service Center

Type of Evaluation: General Management

By *(office)*: Washington Office

Worksheet Subject: SC 672 & 673 Engineering

Findings

Engineering has consisted of two branches in the Division of Technical Services since 1986. These are the branch of Building Engineering and the branch of Engineering Services. While there has been some improvement recently there has been a history of poor coordination and a lack of cooperation between the two branch chiefs. The WO finds that when they (WO) have a technical issue to discuss they often have to contact both branches instead of one. All seven of the SOs contacted indicated that they felt that communications and service would be improved by combining the two Branches. They point to technical conflict resolution, sharing of skills, balancing of workload and improved communications as reasons for this move. They felt that it required one Engineer in charge of both units to make these types of calls. The Bureau has not had a construction budget since 1982 but there is still a large workload of engineering work coming out of other programs and the budget climate is improving. With the added emphasis that both construction and maintenance are receiving in 1991 it is imperative that Engineering in the SC be an effective and efficient as possible.

It appeared to the team that the skills and responsibilities of the two branches overlap significantly, could be more efficiently conducted as a single office, and had been set up as two offices primarily to accommodate the two GS 13s on board.

Recommendations

The new SC Director should combine the branches of Building Engineering and Engineering Services into one Engineering Branch, or at the very minimum ensure that they have an extremely close working relationship.

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FINAL REVIEWING OFFICER	Title	Signature	Date
	Deputy Director	Ken Stepanek	3-15-90

IMPLEMENTATION

Assigned to *(office)*	Response Date
SCD	8/31/90

Form 1240–7a
(February 1980)

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET

Date	2/26/90	Worksheet number	14
Office	Service Center		
Type of Evaluation	General Management		
By (office)	Washington Office		

Worksheet Subject SC 678 Cadastral Survey

Findings

The branch of Cadastral Survey Development provides services to a number of different customers, special studies and projects for WO Cadastral, management of special equipment, training, PCCS computer programs, monumentation improvements, technical manuals, technical transfer and special skills to the SO Cadastral programs, and special survey capabilities for other agencies. The Cadastral branch chief meets with the SO Cadastral branch chiefs once a year to discuss direction, priorities, and budget. On the surface this would seem a very positive arrangement. However it is not working.

All nine SOs contacted indicated that there was a definite role for Cadastral Survey at the SC and they feel that new people in the areas of equipment cache and training are improving the situation. But most had a number of concerns. Historically many people in Cadastral learned through OJT training with little background in geodesy and automation techniques. That is no longer the case and State personnel indicate that the SC is having trouble keeping ahead or even keeping up with what is happening in the field, for example in Automated Plat Drafting. Other concerns are that there is not enough emphasis on timely technical transfer, lack of sufficient involvement in GCDB and that the skills mix at the SC may be no longer appropriate. Also some individuals are reported to act like they are professors working in a university environment rather than a SC for a production oriented program, which in turn compounds the communication problems. Some States expressed a sense that the overhead cost at the SC is high for what the field is receiving, although they continue to fund it. It is beyond the scope of this GME to determine if the technical concerns are valid or not. But it is clear that there is sufficient field unease with the role of SC 678 and its relationships with the field that the team feels that the efforts should be undertaken to settle the issues.

GPO 854-591

Form 1240–7b
(June 1983)

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET
CONTINUATION SHEET

Page 2 of 2	
Date 2/26/90	Worksheet number 14(cont.)
Office evaluated Service Center	
Type of evaluation General Management	
By (office) Washington Office	

Worksheet subject: SC 678 Cadastral Survey

Recommendations

1. The AD 800, working with the AD 700 and the SCD, should undertake a study to establish a current base line of field needs and clarify the roles and budget process. In addition, they should develop a formal process to determine which needs can best be met in the field, the SC, or by contractor.

2. The SCD, working with the AD 700, should take necessary action to initiate a stronger customer oriented philosophy within the branch along with an accountability process and a feedback loop that reaches all the SOs not just the ones involved in a particular project.

3. The new SCD and WO 700 should direct a joint planning effort to consider a combination of details from and to the field so that the SC 678 skills mix and experience are appropriate to meeting the field needs.

FINAL REVIEWING OFFICER	Title	Signature	Date
	Deputy Director	Dean Stepanek	3-15-90

IMPLEMENTATION

Assigned to (office)	Response date
1: AD-Management Svcs.; AD-Support Svcs. & SCD 2&3: SCD & AD-Support Svcs.	8-31-90

Form 1240-12
(June 1983)

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

CHAPTER SUMMARY

Report title
SC General Management

CHAPTER	
NUMBER	TITLE
V	EEO

Expanded involvement in human resources and increased accountability of Bureau leadership in EEO matters is a Secretarial priority. The Secretary's Regional Representative, Ms. Margaret Sibley, is the senior executive charged with coordinating and representing Departmental issues in the Denver area. She has been highly accessible to Interior employees and has been able to gain strong insights into human resource and EEO issues. Consistent with both the Secretary's published and spoken policy on human resources and EEO, she has served as a bridge to many diverse communities in the Denver area. She has initiated multi-agency projects to address general recruitment strategies and significant issues such as employment of the handicapped and disabled (Project Achieve). She commended Lee Allen's recruiting activity with other Interior agencies of the Denver area.

Potential candidates for employment and "on board" employees have increasingly high expectations and frustration with EEO and managerial action. Two recent actions serve as examples. An interest group for minority concerns had a recent meeting with a United States Senator to request a GAO audit and investigation of Denver Interior Department hiring practices. The Bureau was one of the organizations to be examined. Another interest group was encouraging a local television station to conduct a review of hiring practices with various Interior agencies as a focus.

The changing roles of the SC workplace present another challenge to management in terms of communication, transition planning for new skills, training, and seeking maximum utility of our human resources.

* U.S. Government Printing Office: 1984-776-009/4839 R8

Form 1240-7a
(February 1980)

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET

Date	Worksheet number
2/26/90	15

Office: Service Center

Type of Evaluation: General Management

By (office): Washington Office

Worksheet Subject: Equal Employment Opportunity

Findings

Currently the SC EEO organization is staffed with a program manager (GS-12), an EEO specialist (GS-9) and a clerk-typist (GS-4). This staff is hard working, but is not sufficient for the task without greater support. There are several reasons:

1. Historically, the SC has generated a significant share of the Bureau's discrimination complaints (approximately 20% of Bureau formal complaints filed in a recent year). With normal statistical and accomplishment activity of an EEO program, this high level of complaint work results in lessened attention to other areas. For example, members of the Hispanic Employment Program subcommittee indicated they would identify potential applicants for Bureau positions to the EEO Office. However, these names were not forwarded for action or consideration because of the EEO staff being too busy. Attendance at national meetings such as the Federally Employed Women's Conference, the Image Conference, etc. is limited. With the press of other work, full reports on new employment strategies gained from these sessions were not fully disseminated or implemented. In the published Affirmative Employment Plans accomplishments would be missing or promised "next year."

2. The EEO specialist serves as the special emphasis program manager for all programs (Hispanic, Federal Women, etc.). No collateral duty employees are leading the special emphasis programs. A set of committees have historically served under the EEO specialist to augment her efforts and support special occurrence events. The committees appear to report or act solely through the EEO specialist rather than management.

3. Employee and external groups express increasing interest in employment and retention practices of the SC. Hispanic community groups have applied political pressure over the hiring and employee treatment record of various Department organizations in Denver. Employees noted that a number of secretaries had degrees and were underutilized. It was also stated that though interest in upward mobility opportunities was high almost no vacancies were advertised in this fashion. A particular concern noted by the GME team is that employees often stated they applied for jobs only to have the vacancy withdrawn and new KSAs published that they would not meet, although Personnel denies that this is the case. No specific cases were identified to the team, so we were unable to validate the concern although numerous employees voiced this concerned.

4. Attracting minority or female candidates into new roles of "high tech" or managerial level positions clearly will require innovation and initiative by management.

GPO 854-691

Form 1240-7b
(June 1983)

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

EVALUATION WORKSHEET
CONTINUATION SHEET

Page 2 of 2	
Date 2/26/90	Worksheet number 15(cont.)
Office evaluated: Service Center	
Type of evaluation: General Management	
By *(office)*: Washington Office	

Worksheet subject: Equal Employment Opportunity

Recommendations

The new SC Director should:

1. Take visible, active steps to hire women and minorities. Maintaining close contact with Ms. Sibley and external outreach groups is highly encouraged, as is contact with groups in the Denver community. One source of minority and female candidates may be completion on an automated and interactive skills bank currently being designed by the Bureau recruiter. The ability to sustain a positive skills transition will be vital to the organization as it faces new definitions and needs for the workplace. One transition tool is training to retain current employees from diversified backgrounds. Training on the cultural diversity, sexual harassment awareness, and general EEO principles has occurred widely throughout other Bureau offices. Several of these contractual programs have a good track record which could be evaluated against SC needs.

2. Ensure that the SC EEO program is well formulated and well understood by managers. Steps could include: requiring that the Affirmative Employment Plan has all pertinent information on separations, goals, etc., described in full at the time of signature by the SC Director; reviewing the performance accomplishments of supervisors and managers in human resource management and EEO before presenting awards or ratings; focusing upon increased conflict resolution training for managers as a way to reduce the discrimination complaint level; ensuring that all SC managers and supervisors are thoroughly familiar with the SC AEP and FEORP; and ensuring that there is an effective feedback system regarding EEO goal accomplishment that is routinely reported to the SCD.

3. Take visible, active steps to bring a wide range of SC support to the EEO program. Steps could include: moving the Bureau's recuriter position to the Director's office; increased use of the recruiter for women and minorities within the SC; exploration of contractual training services in EEO areas after a needs assessment; increased management and staff involvement with the initiatives of the Secretary's representative; emphasis on upward mobility for filling vacancies; targeting additional co-op positions; involvment of the fire program training efforts on "human resource specialists" for overhead teams; use of details or internships on a competitive basis to augment the EEO staff and to expand the skill base for potential managers; establishment of collateral duty positions for Blacks, for Hispanics, and for Native Americans.

FINAL REVIEWING OFFICER	Title: Deputy Director	Signature: Dan Stepanek	Date: 3-15-90

IMPLEMENTATION

Assigned to *(office)*: 1-3: SCD	Response date: 8-31-90

SUMMARY OF RECOMMENDATIONS
SC GME

I. Leadership

1.1 DD fill SCD position.
1.2 SCD ensure effective management systems, accountability.
1.3 SCD help SC staff to identify with BLM mission.
1.4 SCD start vigorous HRM program.
1.5a SCD start SC evaluation function, focus on TPRs.
1.5b SCD ensure periodic objective technical reviews of IRM.
2.1 SCD ensure AWP followed.
2.2 SCD and WO-800 develop base funding level for SC.

II. SC 300

3.1 DD initiate WO/SC Roles and Functions study.
3.2 DD ensure Master Plan fully up to date, comply with A-109.
3.3 SCD develop project charter.
3.4 SCD review assignments, eliminate duplication.
3.5 SCD and WO-700 ensure MP shows field taking over Target.
3.6 SCD ensure tracking system for IRM MP.
4.1 SCD consider organizing SC-300 as a Project Office.
4.2 SCD ensure close working relationship between SC-300 and Personnel.
5.1 SCD use MP to bring out issues, resolve conflicts.
5.2 SCD ensure strong communication in SC-300.
6.1 SCD and WO-700 develop plan for external communication.
6.2 SC-300 develop short, plain language summary of RFP.

III. Personnel

7.1 SCD ensure vigorous HRM initiative at SC.
7.2 SCD ensure close cooperation between SC-300 and Personnel.
7.3 SCD review Personnel for skill mix and productivity.
7.4 SCD ensure Personnel shows a positive attitude.
7.5 SCD review Personnel effectiveness to see if resources sufficient.
8.1 SCD and AD-800 consider SC as training ground.
8.2 SCD task force to review SC positions for up-mo, etc.
9.1 SCD review cash awards.
10.1 SCD review relations with union.
10.2 SCD open management training to union.

IV. Technical Services

11.1 SCD consider new equipment for SC 675.
11.2 SCD ensure emphasis on HRM in SC 675.
12.1 SCD improve training for automated mapping.
12.2 WO-800 and WO-700 look at disconnect between SC-671 and States.
12.3 SC-671 develop better communication with field.
13.1 SCD combine Engineering, or ensure close communication.
14.1 WO-800 study base line needs, roles and budget in Cadastral.
14.2 SCD ensure stronger customer orientation in SC-678.
14.3 SCD and WO-700 plan SC 678 skills mix.

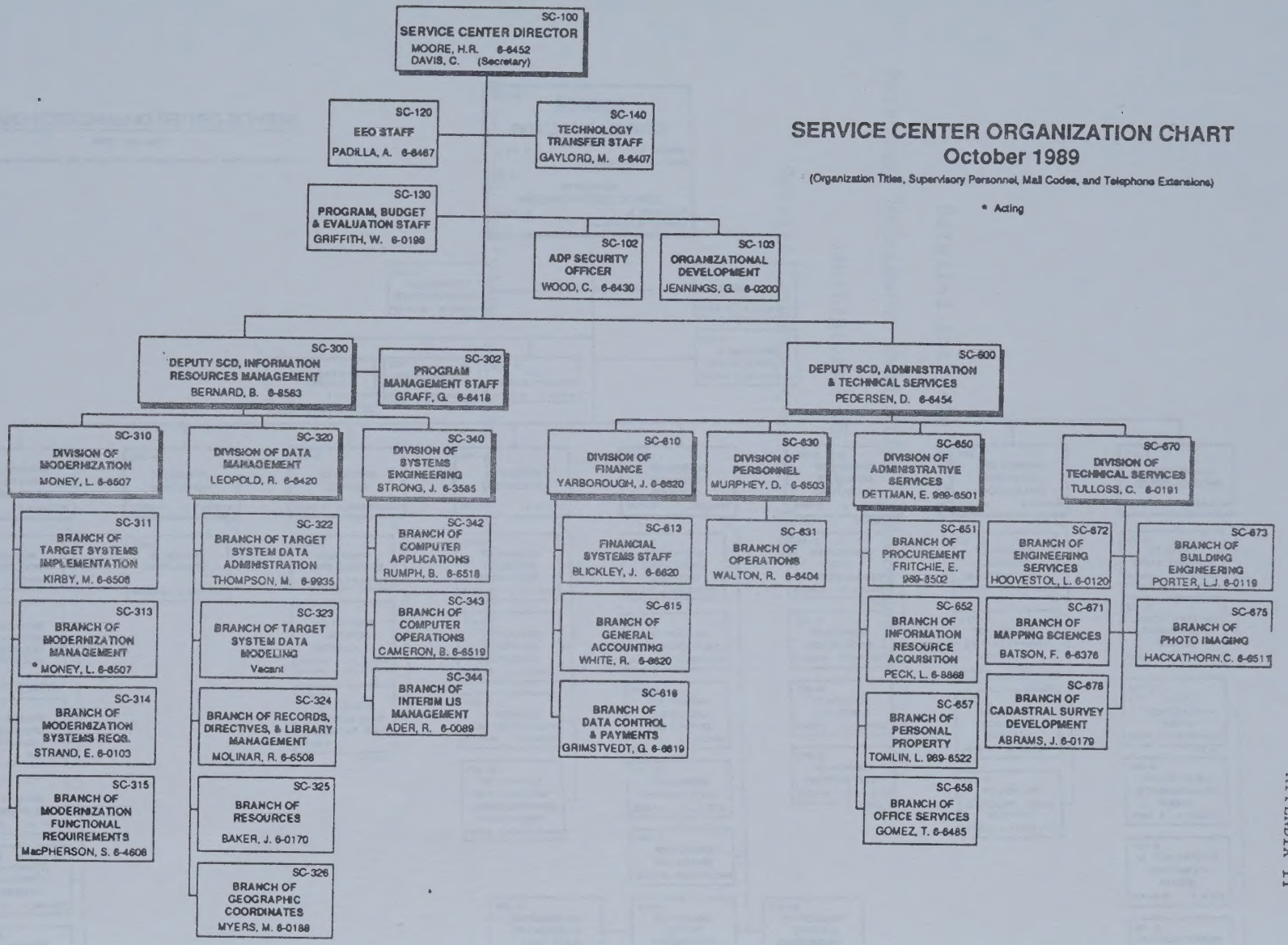
V. EEO

15.1 SCD take visable steps to hire women and minorities.
15.2 SCD ensure EEO program well formulated and well understood.
15.3 SCD get wide range of support for EEO program.

SERVICE CENTER ORGANIZATION CHART
October 1989

(Organization Titles, Supervisory Personnel, Mail Codes, and Telephone Extensions)

* Acting

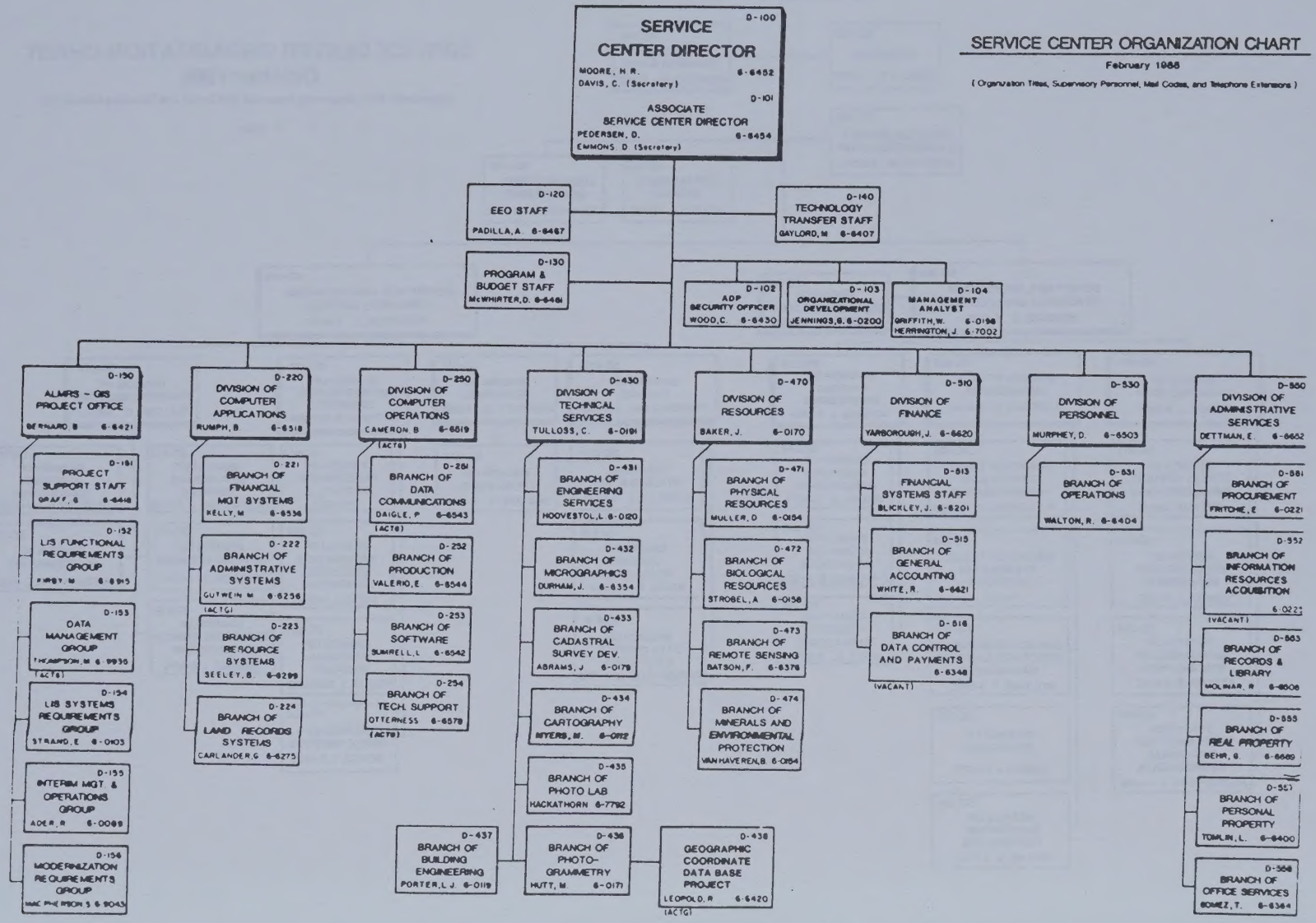


APPENDIX II

SERVICE CENTER ORGANIZATION CHART

February 1988

(Organization Titles, Supervisory Personnel, Mail Codes, and Telephone Extensions)



Detailed Analysis of the Personnel Management Evaluation Questionnaire administered to the Service Center, November, 1989

196 of 250 individuals in the sample responded

PERFORMANCE APPRAISAL

89% of the respondents say they have written performance standards, while 9% say they do not. Of those with standards, 30% say that the standards do not clearly state what is expected of them in terms of quantity, quality and timeliness, significantly worse than both the Bureau and Department average. 67% of those with standards say that the level of performance expected of them is about right, significantly lower than Bureau averages, while 21% say it is not clearly stated. 37%, primarily the lower grades, say that their standards were developed by their supervisor, while 26%, primarily GS 13-15s, say they were developed between themselves and their supervisors, only about half the level of the Bureau average. 24% say they do not know who developed their standards, a sure sign they did not participate themselves.

34% of those with standards say they have a very clear understanding of what they have to do to receive a fully successful (level 3) performance rating, significantly below Bureau averages, while 51% say they have a fairly clear understanding. It is noteworthy that the GS 13-15s have the highest level of very clear standards, and also indicated the greatest level of participation with supervisors in writing the standards.

83% say their supervisor reviewed their standards with them in the last 12 months to ensure accuracy. 75% say their performance standards are consistent with the duties in their position description.

82% say they have had a performance appraisal in their current job within the last 12 months, and about half of the remainder have not been in their position 12 months. The number not receiving an appraisal is more than twice the level for the Bureau average. Of those who received an appraisal, 62% say it was helpful or very helpful in assessing their strengths and weaknesses, while 38% say it was not very helpful, primarily employees with more than 4 years of service. 45% say it was not helpful in improving their performance, and 55% say it was not helpful in planning for their development. There is a trend for women to report the appraisal interviews as being more helpful in improving performance than do men.

In 93% of the cases there was an actual interview for the appraisal. There is quite a bit of diversity in how the time of the interviews was spent. 55% say that most of the time or a moderate amount of time was spent on the job in general, 45% say it was spent on specific aspects of the job, 30% say on work related skills, 17% say on specific ways to improve performance, and 11% say training needs. However, 28% say that work relates skills were not mentioned, 46% say that specific ways to improve performance skills were not mentioned, and 49% say that training needs were not mentioned.

Not counting the performance appraisal interveiw when the summary rating was discussed, 25% report that they received no other feedback during the year, 22% say they received feedback only once, 39% say two or three times, and 14% say four or more times. 35% report that this amount of feedback was not adequate, primarily non-supervisors.

There is a strong correlation between the amount of feedback and whether it is seen as sufficient: the more feedback the greater the level of satisfaction with it, and at least two feedback sessions are necessary to satisfy 75% of

the staff. There is also a correlation between whether employees say they get enough feedback and whether they say that their supervisor asks them for their ideas. Similarly, there is a correlation between whether employees say they get enough feedback and whether they feel they can talk to their supervisor about problems. All three correlations are so strong there is statistically less than one chance in ten thousand of error. The pattern appears to be that supervisors who do not provide enough feedback are also not providing other important types of communication. Management may want to identify those supervisors who are not providing this important communication and provide needed management training.

47% of the respondents say the performance appraisal system does not accurately assess their work, significantly higher than the Bureau average. Of these, the majority, 61%, say the system does not measure real issues, while 35% say their standards do not address quantity, quality, and/or timeliness and 25% say they are not related to the work they do. Another 28% cite other unspecified reasons. 16%, or 14 respondents, say the rating official is biased. It is noteworthy there is a very strong correlation between believing the rating is accurate and the beliefs that the standards are clear, the PD is clear, and the PD matches the standards. The comments at the end of the questionnaire suggest that the accuracy of performance ratings is a major issue for employees. The correlations indicate that improving the clarity of standards and position descriptions will greatly improve the acceptance of the performance ratings, particularly when that is tied to frequent feedback during the year.

When supervisors were asked about the effectiveness of the performance appraisal system, only about half said the system is effective in identifying and rewarding superior performance, identifying and correcting poor performance, determining training needs, and providing meaningful feedback to employees. There is a strong trend for employees to indicate that clearer performance standards lead to appraisal interviews that are more helpful in identifying strengths and weaknesses. There is also a strong trend for employees to indicate that unhelpful appraisal interviews are those in which little time is spent talking about identifying strengths and weaknesses, job skills, and other specific aspects of the job.

Three-quarters of these supervisors say the system is ineffective in assessing advancement potential.

95% of the supervisors say the performance appraisal system needs improvements. Ask to "mark as many as apply," 57% say more qualitative standards are needed, 51% cite the need to reduce the paperwork required, 40% each indicate the system should be better intergrated with the planning process and with incentive awards and promotion, and 35% want better qualitative standards. 25% cite other unspecified improvements.

63% of the supervisors rate the support they receive from the Personnel Office in the area of performance management as unsatisfactory, almost twice the Bureau's average.

Classification

87% of the respondents say they have a written position description for their job. However, 39% say their position description is only partly accurate and another 5% say it does not accurately reflect their duties at all. These figures do not compare favorably with Bureau averages. There is a trend for supervisors to say their PD is accurate, while non-supervisors are divided 50/50 regarding the accuracy, suggesting that supervisors may not be aware of the inaccuracy problems.

On the other hand, three quarters of the supervisors say that the work in the unit they supervise is appropriately structured; that is, the functions are properly organized. Of those who disagree, most have attempted to restructure the work unit, but 30% say they have not because the personnel office is unresponsive.

85% of the supervisors say their employees are performing the major duties and responsibilities outlined in their position descriptions. Of those indicating significant exceptions, 60% say the deviation is because of a recent reorganization, and the remainder are divided between employee performance problems and new position descriptions pending classification. 88% of the supervisors say that within the last 12 months they have reviewed each position description for which they are responsible.

50% of the supervisors say they receive timely information on classification and position management matters, while 50% say they do not. 78% say they have access to position classification standards and related information.

40% of the staff say that if they had a concern with their position description, they believe the personnel office would be helpful, significantly and substantially below the Bureau average.

Staffing

13% say they are now on detail or in the last 12 months have been on detail to perform major duties outside their position description. Of these, 14 individuals had details of 21 to 120 days, 5 individuals had details of 240 to 365 days, and 3 individuals had details of more than one year. Of those on detail, 62% say they did not receive a position description or a written list of duties for the detail, and 79% say they were not provided performance standards. 11 individuals say they were not evaluated for their performance on their detail of more than 30 days, and an additional 3 individuals say they have not yet been evaluated but expect to be. 7 individuals say they were evaluated.

80% of the staff say they understand the promotion process. In something of a test question to see if there is in fact an understanding, 75% of the whites but only 50% of the minorities and half of the GS 1-6s and half of those with less than 4 years of service say they understand the difference between career promotions and competitive promotions, suggesting where the needed training should be focused.

35% say the selection process for promotions in their work unit is always or usually fair, significantly and substantially below Bureau averages, while 40% say it is sometimes or rarely fair. 50% of the whites but only 8% of the minorities say it is always or usually fair. 70% of the GS 13s and above and a similar number of the supervisors say it is always or usually fair, but about 40% of the GS 7-12s say it is fair, and 22% of the GS 1-6s. 60% of the supervisors say selections are usually based on merit, while 38% of the non-supervisors say they are based on merit and 38% say they are based on favoritism.

39% say they receive timely information on available vacancies, 34% say this in only sometimes the case, and 25% say they do not receive timely information. 60% of the supervisors say they get timely information, but 35% of the non-supervisors say they get timely information, suggesting that the information is not routinely passed on by supervisors.

42% say they always or usually learn about changes in personnel policy and procedures in a timely basis, 50% say this is true only sometimes or rarely, and 8% say they never learn in a timely manner. Passing on this policy information may be more important than it appears on the surface: there is a trend for those who always or usually receive timely information to believe that selections are done fairly and managers work together as a team and they receive good personnel services, while 65% of those who do not receive timely policy information believe that selections are only sometimes or rarely done fairly and managers only sometimes or never work together as a team, and they do not get excellent personnel services.

45% say they are for the most part satisfied with their career prospects, while 55% say they are not satisfied. There is a trend for GMs, supervisors, and GS 7-9s to be satisfied, while around 60% of the GS 1-6s and GS 13-15s are not satisfied. There is a trend for those who are not satisfied to believe that upward mobility is not successful. Of those who are not satisfied, in a mark as many as apply item, 35% say there are no vacancies in positions they can move up to, 26% say they are already at the top level in their field, 25% would have to become a supervisor to become promoted, 21% feel discriminated against, 19% feel they do not have the training, and 12% say it would require a geographic move. 30% cite other unspecified reasons. 75% of those who considered filing a grievance in the last year, but did not, say they are dissatisfied with their career prospects.

77% of the staff say that employees new to the work unit have the skills and abilities to perform their duties, while 23% say they do not. Similarly, 61% of the supervisors say they are satisfied with the quality of candidates referred by the personnel office, although this is significantly below the Bureau average.

73% say they have been involved in a reorganization in the last three years. The staff is equally divided as to whether they received adequate and timely information or not. Of those in the reorganization 23% say the reorganization was conducted fairly, significantly and substantially below Bureau averages, 31% felt it was not conducted fairly, and 46% don't know. 90% of those who say they received adequate and timely information about the reorganization also say it was conducted fairly, while 80% of those who say they did not receive this information say it was not conducted fairly. This may suggest that every effort should be made to fully inform employees as the event is developing.

Essentially no one indicated that they had been in a RIF in the last 3 years, so no analysis is provided.

20% say that management does an effective job of moving lower-graded individuals whose skills are underutilized into positions with increased career opportunities, while 54% feel that management does not do an effective job of this.

85% of the supervisors say they have filled a vacancy in the last two years. Of these, 88% say they participated in the identification of knowledges, skills, abilities and other characteristics for the vacancy. 79% say they participated in the development of a crediting plan used to rate the applicants. However only 18% of those filling vacancies say they were involved in the identification of positions targeted under the Federal Equal Opportunity Recruitment Program (FEORP), 63% say they were not involved in FEORP, and an additional 19% say they have not heard of FEORP. 40% of the supervisors say they have been involved in the development of strategies to accomplish affirmative action objectives, while 60% say they have not.

67% of the supervisors filling a vacancy say they asked to personnel office to assist in the active recruitment of candidates. Of these, 86% felt that the personnel office provide adequate service.

Different recruitment problems were identified by supervisors depending on the level of employee they were trying to hire. In a mark as many as apply item, about a quarter of the supervisors identified problems in the professional series in competing with private industry, restrictive qualification standards, inability to reach name request candidates, and unable to use selective placement factors. Within the technical series, about 20% said they could not compete with private industry, and 15% say the qualification standards were too restrictive, the OPM register was closed, and they were unable to use selective placement factors. At the clerical level, 15% say they can not compete with private industry. In summary, all levels appear to have some difficulty competing with private industry, but at the professional and technical level the other major problem appears to be efforts to go around merit promotion to select specific individuals. Many employees provided written comments on this practice also.

29% of the supervisors say they have filled a position in the last two years using special employment programs. Of these, 100% say they would use handicap and cooperative education programs again, 75% say they would use disadvantaged youth programs again, while 40% would use veterans readjustment appointments again, and only 25% say they would use disabled veterans programs again.

54% of the employees say that if they had a question about their qualifications for a vacancy, they believe the personnel office would provide useful advice, while 25% believe they would not.

EEO

62% rate their organization as having high or moderate success in hiring minorities, 73% as having high or moderate success in hiring women, and 53% for hiring the handicapped. 60% of the men but 40% of the women say there has been high success at hiring women. Whites tend to say there is high or moderate success at hiring minorities, while minorities tend to say there is low or no success. PAY-PERS records show 446 whites and 71 minorities employed by the SC in permanent positions.

30% of the employees believe that their organization gives a high emphasis to EEO, significantly lower than Bureau averages, while 40% see a medium emphasis and 19% see little or no emphasis. Of these, 55% feel the level of emphasis is about right, while the remainder are equally divided as to whether the emphasis is too little or too much. The more people believe EEO is important to the organization, the more they tend to believe the organization has success at hiring minorities. 75% of those who see little importance placed on EEO see little success in hiring.

The supervisors rated various groups for their impact in furthering equal opportunity:

group	very or moderately helpful	little or no help
EEO	65%	25%
management support	90%	5%
attitude of workers	72%	18%
personnel office	75%	18%

Similarly, the supervisors rate the level of encouragement which is provided by various groups in furthering the careers of women, minorities, and handicapped individuals:

group	a lot	moderate	little or none
management	40%	40%	20%
personnel office	15%	54%	31%
EEO office	41%	41%	18%
supervisors	13%	68%	19%
training staff	13%	26%	61%

It appears that the EEO office is seen as less effective than other groups but highest in the level of encouragement. Management support, by contrast, has the most impact and a fairly strong level of encouragement. Supervisors, personnel office and training office are not seen as providing a lot of encouragement.

The relative lack of encouragement from supervisors and the relative little involvement in FEORP may be because only 23% of the supervisors say that management holds them fully accountable for EEO responsibilities and/or affirmative action plan requirements, a level that is only half the Bureau average, and a similar number say that are held not at all accountable. Perhaps as a result, 58% of the supervisors say they did not ask the EEO or personnel office to assist them in meeting their affirmative action plan requirements when they filled a vacancy.

38% of the staff say that positions are always or usually filled in their organization without regard to race, color, sex, age, religion, national origin, or handicap, significantly below Bureau averages, while 44% say this is only sometimes the case. Whites tend to be equally divided between believing jobs are usually or only sometimes filled without discrimination, while minorities tend to be equally divided in believing that jobs are either sometimes or never filled without discrimination.

64% of the staff say they feel the EEO office would be helpful to them if they asked for information on how to file a complaint, while 27% don't know.

Organization Effectiveness and Communication

30% say the work is distributed evenly among people in their work unit, while 49% say this is somewhat the case, and 14% say it is not at all distributed evenly. 37% say there is too much work, 44% say that most staff are busy, and 14% say that some of the staff have too little to do. Similarly 60% say they have about the right amount of work to perform while 32% say they have too much work to do.

23% say there are not enough professional staff, 40% say not enough technical staff and 43% say not enough clerical staff. The higher the grade, the less likely an individual is to believe there are enough professionals. Most GS 13-15s believe there are not enough technical people, while GS 11-12s and GMs tend to be divided 50/50 as to whether there are enough technical people. lower grades tend to believe there are enough. GS 1-6s are divided about 50/50 as to whether there are enough clerical staff; GS 7-9s and 13-15s tend slightly to believe there are not while 11s and 12s and GMs tend slightly to believe there are enough clerical staff.

50% of the supervisors say they have sufficient staff in their work unit to get their work done, while 50% say they do not. Of those who say they do not have sufficient staff, 70% have requested additional staff, 55% have cut back on low priority work, 55% have asked staff to produce more, 35% have restructured duties, 25% have asked staff to work overtime, and 20% have tried to improve productivity through training.

55% say they never or rarely work overtime, while 45% say they do work overtime, a significantly lower overtime rate than the Bureau average. About 60% of the GS 11s an up say they work overtime, while 30% of the lower grades say they work overtime. Of those who do work overtime, 40% say it is always or usually paid or compensated through time off, while 35% say this is only sometime is the case, and 25% say it is never paid or compensated. As expected this payment for overtime correlates with grade level. About 50% of the GS 1-12s say they are always or usually paid or compensated, while 18% of the higher grades are usually paid or compensated. 72% of the GS 13-15s but only 36% of the GMs say they are never paid or compensated for overtime.

69% of the staff say that good use is made of their skills and abilities in their job, while 27% say this is only sometimes or rarely the case. 71% of the whites but 46% of the minorities report that their job makes good use of their skills. The majority of those who report that their job makes good use

of their skills also report that they are satisfied with their career prospects, their supervisor responds to their ideas, they can talk to their boss about problems, communications are good within the unit, there are good personnel services, and their boss is a good human resource manager. Finding the proper match between skills and job would appear to have many benefits.

71% of the supervisors say they have sufficient authority to do their job effectively, while 29% say they do not. 31% say that higher level supervisors, managers, and professionals do too much lower level work, while 44% say they do not and the remaining 25% don't know.

Supervisors rated their authority to deal with various issues:

responsibility authority:	yes	sometimes	no
carry out duties and responsibilities	60%	23%	17%
deal with employee performance problems	58%	34%	8%
recommend or approve hiring	66%	21%	13%
recommend or approve promotions	61%	26%	13%
recommend or approve awards	63%	29%	08%
recommend or approve training	71%	26%	03%

In summary, about two thirds of the supervisors feel they usually have the necessary authority for their responsibilities, while the remaining third feel that this is only sometimes or never the case.

36% of the staff say their supervisor always or usually actively solicits ideas from employees for improving efficiency and effectiveness, while 51% say this is only sometimes or rarely the case, both levels significantly worse than Bureau averages. Once the ideas are out, 65% say the supervisor is very or somewhat responsive to the ideas, while 21% say the supervisor in not responsive.

41% of the staff say they are always or usually informed when there is a change in policy, rules or regulations that affects them, while 53% say this is only sometimes the case, the reverse of the Bureau averages.

Staff are about evenly divided as to whether the formal communication systems (manuals, directives, and related issuances) are timely, but 61% say those produced are clear. However 57% say they are available while 32% say they are not. Most of those saying they are not available are non-supervisors.

51% say they receive all-employee notices in a timely manner, significantly worse than the Bureau average, while 47% say this is only sometimes the case. 85% say there are bulletin boards which contain official notices and employee information. Of those who say yes, slightly more than half say they are well maintained and up to date, significantly and substantially below Bureau averages. 71% say they are helpful.

87% say that the organization does an excellent or adequate job in providing routine procedures, 85% say it does an excellent or adequate job in providing rules and regulations, 78% for providing specific guidance, 74% for providing reasonable deadlines, and 73% for providing goals of the organization. In summary it appears that the guidance is generally getting out, but there is most room for improvement in explaining the goals.

Employees rated the attitude toward communication between themselves and various other groups:

group	encouraged	permitted
within the unit	55%	32%
between field and HQ	41%	35%
with other units	43%	41%
with other bureaus	49%	32%
with other agencies	27%	41%
with the public	24%	36%

The low rating for encouragement of communication with the public and with agencies in other Departments may be appropriate for a service center. However the relatively low ratings for communication within and between units at the SC may be seen as a problem.

43% say there is an emphasis in their work unit on improving cost effectiveness, significantly and substantially below Bureau averages, while 34% say there is no such emphasis.

68% say it is always or usually easy to talk to their supervisor about job-related problems, while 27% say it is only sometimes or rarely easy.

66% say their supervisor is an effective technical manager, while 50% say their supervisor is an effective human resource manager, significantly below Bureau averages. There is a trend for females and GS 1-6s to rate their supervisors as better human resource managers than do males, suggesting that more emphasis should be given to human resource management at the higher grades. There is a cluster of items that correlate strongly (and thus define) good human resource managers. They tend to reward for hard work, gives and adequate amount of feedback during the year, makes good use of job skills, and tend to develop a cooperative spirit in the unit. It is noteworthy that there is only a 50/50 chance that good human resource managers will also be seen as good technical managers.

56% say there is always or usually a cooperative spirit among employees in their work unit, significantly below Bureau averages, while 37% say this is only sometimes or rarely the case.

25% say that management always or usually works together as a team, significantly and substantially below Bureau averages, while 54% say this is only sometimes or rarely the case.

65% say they work under an alternative work schedule (flexitime or compressed time), significantly above Bureau averages. Of these, 56% say the alternative work schedule has a positive effect on their productivity, significantly and substantially below Bureau averages, while 38% say it has no apparent effect. 60% of the whites and the GS 7s and up say AWS improves their productivity, while 73% of the minorities and 62% of the GS 1-6s say it has no apparent effect on their productivity.

20% say their organization performs evaluations of program effectiveness, significantly and substantially below Bureau averages, while 32% say it does not. Of those who believe evaluations are conducted, 76% say that the organization provides feedback to employees from these evaluations. 50% say the evaluations are effective, while the remainder are evenly divided between saying they are not effective or not knowing.

48% of the supervisors say they always or usually receive sufficient timely information about funding and staffing levels to plan their work unit's work, while 45% say this is only sometimes the case. 45% of the supervisors say there is no process for setting priorities, significantly and substantially worse than Bureau averages, while 35% say the priorities are set but the process is not clear. 15% say there is a clear process.

18% of the supervisors say they receive feedback on how their work unit's actual accomplishments compare to planned accomplishments on a quarterly basis, 18% receive feedback on a semiannual basis, 10% receive feedback on an annual basis, and 45% say they rarely or never receive such feedback, significantly and substantially worse than Bureau averages.

Labor Relations

65% of the staff say they can join or refrain from joining a labor union without fear of reprisal, significantly better than Bureau averages, while 10% say they can not.

67% say their unit is represented by a union, significantly above Bureau averages, while 16% say it is not. Of those who say they are represented by a union, 87% say they are aware of their right to representation on matters affecting their working conditions, personnel policies, and practices, etc. 78% say that a contract has been negotiated, while 20% don't know. Of those who believe there is a contract, 73% say they have been given a copy while 22% say they have not.

83% of the supervisors say that all or part of their work unit they supervise is represented by a labor union. Of the remaining 17%, 86% (6 individuals) say they are familiar with union, employee and management rights if a union seeks to organize their work unit. Of the majority who say that their unit is represented, 57% say that management and the union generally work cooperatively on mutual problems while 23% don't know.

35% of the supervisors say their views are considered when management formulates labor relations guidance or negotiates with the union, 29% say their views are not considered, and 36% don't know. 19% say the negotiated agreement helps production, 10% say it hinders it, and 61% say it doesn't change it either way. 84% of the supervisors say they are familiar with provisions in the contract specifying the time allowed union representatives for labor management relations matters, and 31% say that the same or less time is actually used while 54% say they don't know.

Employee Relations

In a mark as many as apply, 44% of the staff say that their organization deals with employees who are experiencing difficulty with alcohol, drugs, or other problems affecting their work by offering help or counseling service, 16% say the problem is ignored, 13% say disciplinary action is taken, and 45% don't know what action is taken. By contrast, 43% say that the organization deals with disruptive or nonproductive employees by ignoring the problem, 23% say help or counseling is offered, 22% say disciplinary action is taken, and 19% say the employee is reassigned, while 28% don't know what action is taken.

71% of the supervisors say that in the last three years they have supervised an employee with a problem in performance, conduct or other job related areas. Of these, in a mark as many as apply item, 96% say they discussed the situation with the employee, 70% contacted personnel office for advice, 56% noted the problem in performance appraisal and 26% each referred the employee to personnel and referred the employee to counseling. Only 7% each say that they took no action or that the problem resolved itself. 45% of the supervisors believe that management will always or usually support them when they deal with problem employees, while 40% say this is only sometimes the case.

65% of the supervisors say they are satisfied with their skills and abilities to deal with problem employees. Of those who are not, 57% (8 supervisors) say they have requested training to help gain these skills. Of those who have not requested training, 2 said it wouldn't help, 1 said it was not a priority, 1 said there was no money for such training, and 2 gave other, unspecified, reasons for not requesting training. Of those who requested training, 2 say they received it, 2 say they did not, and 4 say they have not yet received it but expect to.

23% of the staff say that during the past year they considered filing a formal grievance, appeal, or complaint, but did not do so (5% or 9 employees say they actually did file). Those who considered filing but did not, 58% say they did not receive enough feedback during the year, 82% say their rating was not accurate, 75% say the work load is distributed somewhat or completely unfairly, 83% say they didn't get timely vacancy announcements, 74% say that promotion selections are not done fairly, 76% are not satisfied with their career prospects, 80% say the reorganization was not conducted fairly, 85% say jobs are only sometimes or never filled without discrimination, 85% say their job only sometimes or never makes good use of their skills, 57% say their boss is not a good technical manager, 70% say communications is not encouraged within the unit, 72% say that awards are given on some basis beside merit, and 62% say their boss will not reward them for hard work. It appears that most of the complaints center around communication issues, a problem that is within management's power to improve. If all of these individuals who have considered filing a grievance in the last year would actually do so, the resulting approximately 120 grievances would be exceedingly disruptive. It would seem to be worth some effort to improve the perceptions of these individuals.

Of those who considered filing a grievance but did not, in a mark as many as apply item, 69% say they did not have faith that the situation could be changed, 56% feared reprisal, 44% did not have confidence in the fairness of the process. Only 1 individual said they did not know how to file.

48% say that if they wished to file an grievance, the personnel office would be helpful in providing information on procedures and rights for doing so, significantly below Bureau averages.

Employee Development

43% say they receive current information on training opportunities, significantly below Bureau averages. About 68% of the supervisors but 43% of the non-supervisors say they are aware of training opportunities, suggesting that supervisors do not sufficiently pass on the information.

78% say they are able to stay current with the skills needed to do their job.

About a third of the staff say they identify their own training needs, and about a third do so in cooperation with their supervisor. 14% say their training eeds are not identified. Only 4% say they have no training needs. 68% say they have discussed their training needs with their supervisor in the last year. 60% of those with training needs say the training was provided. Of those to whom the training was provided, 72% say it was sufficient. Of those who say training was not provided, 33% say they were too busy on the job, 22% say management does not support training, 20% say there was a lack of funds, and 13% say that priority was given to other training.

39% say that training is usually provided an the basis of need, significantly better than Bureau averages. Most of the remainder say it is provided on the basis of funds. There is a trend for GS 13-15s to say they receive their training on the basis of needs, while lower grades say they get it on the availability of funds. While it is speculation, this trend may also reflect that the GS 13-15s probably have more influence on how the funds are allocated.

39% say that an appropriate level of emphasis is given to training, 52% say too little priority is given, and 4% say too much priority is given. About 65% of the supervisors say an appropriate priority is given to training while 65% of the non-supervisors say too little priority is given.

40% say that training in their unit is provided by a combination of ad hoc and yearly plan, while 23% say it is mostly ad hoc and 21% say it is mostly by plan. 38% of the minorities say they do not know how training is allocated.

63% of the supervisors say the organization has an effective program to provide training to new supervisors during their first year as a supervisor, while 18% say they do not. 54% say there is an effective program to provide refresher training to supervisors.

Incentive Awards

34% say that monetary awards are most frequently given on the basis of performance, 18% on the basis of favoritism, 14% say no awards are given, and 27% say they do not know the basis of awards.

13% say that the best performers are always or usually rewarded through the incentive awards program, while 42% say this is only sometimes the case, and 25% say it is rarely or never the case, significantly worse than Bureau averages.

62% believe that if they performed at a very high level their supervisor would recommend them for an award.

60% believe awards are adequately publicized, significantly lower than Bureau averages. 49% feel that awards motivate improved performance in their unit, while 29% believe they do not.

90% of the supervisors say they know the procedures to recommend an employee for an award. 69% say they recommended an employee in the last 12 months, and almost all of the remainder say they did not have a deserving employee.

Administrative Support

Respondents were asked to rate 19 different areas of administrative support as excellent (=1), satisfactory (=2), or unsatisfactory (=3). Taking out those who marked "not applicable or don't know", the mean response can be rank ordered to show which areas are working best and which are seen as unsatisfactory.

Ratings below 2 show that on average the support was rated as better than satisfactory. Starting with the best, these support services are printing services, travel services, health services, and mail services financial services. Ratings from 2 to about 2.3 are considered satisfactory. These include clerical support, equipment, computer staff services, purchasing services, cleanliness of work areas, supply services, safety, services for the handicapped, rest room facilities, personnel services, phone service, and lunch room facilities. Ratings of 2.4 to 3.0 show a large degree of dissatisfaction. The only areas ratings this low are space and furniture, and heat and ventilation.

Summary Results of the

General Management Evaluation Questionnaire

administered to the

Service Center, 1989

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General Management Evaluation Questionnaire Analysis

of the Service Center

INTRODUCTION

A General Management Evaluation (GME) was scheduled for the BLM Service Center (SC) in Denver during the summer of 1988. Shortly after the scoping questionnaire had been administered and scored, management decided to put off the GME for a year because the SC was about to be reorganized. Now that the reorganization has been completed and had a reasonable time to settle in, the GME has been rescheduled. Because the reorganization may have changed individuals' views regarding GME topics, it was decided to readminister the questionnaire. One of the issues raised for the GME was Personnel, so it was also decided to administer a Personnel Management Evaluation Questionnaire (PMEQ). This report summarizes the results from all three questionnaires: the GME from last year and this year plus the PMEQ from this year.

This report presents an analysis of the responses. The actual tally is shown in an appendix along with the verbatium transcript of all the comments written at the end of the questionnaire.

Note that the purpose of these questionnaires is only to survey staff as to their satisfaction with conditions and what they think the issues should be. The actual selection of issues, the findings and the recommendations will be made by the evaluation team based on this data, on-site interviews, a review of relevant documents, and interviews with senior staff around the Bureau.

METHODOLOGY

Rather than ask employees to each fill out two questionnaires, it was decided to divide the SC staff in half and administer one questionnaire to each half. A computer list of all SC employees was developed in rank ordered by social security. Every second employee was assigned to one questionnaire, the remainder to the other. To increase the response rate, employees were asked to come to a central location to take the questionnaire in "exam conditions." Provisions were made to accommodate those who did not want to participate in these conditions or who were away from the SC at the time the questionnaires were administered.

Approximatley 200 out of the sample of 250 returned each questionnaire for socring, which is to say that the two questionnaires cover 400 individuals. A comparison to the actual population shows that both questionnaires are based on a reliable sample, which is not surprising with random selection and near total coverage of the population.

A. SUMMARY OF GME QUESTIONNAIRE RESULTS

HOW GME RATINGS ARE COMPUTED

Each item in the questionnaire is written as a positive statement, and respondents are instructed to show their level of agreement or disagreement, or to mark that they either don't know or the item is not applicable to them.

Care was taken in the design of the questionnaire to only inquire about areas in which a majority of SC staff would have an informed opinion. However with the complexity of the SC it is expected that each item will show a small amount of non-response. About 90% of the staff responded to each item, but the range is from 30% response on a few highly technical items to 99.5% response on some items regarding supervision. If the level of No Response is large enough to affect the validity, warning is provided in the analysis.

The mean score is computed by giving 1 point for each Strongly Agree response, 2 for each Agree, 3 for Disagree, and 4 for Strongly Disagree, adding the points and then dividing by the number of responses. Similarly, the various responses for a group of items can be computed to produce a mean for the group of items. The use of means allows the differing levels of agreement and disagreement to be pulled together into a single score which can be used for rank orderings. For more detailed analysis the actual percent for each level of each item is shown in the appendix at the end of the report.

In GMEs, ratings of 1.9 or less are traditionally seen as superior performance. Ratings of 2.0 to 2.3 are traditionally seen as the average variation within the full performance level, as the equivalent of less than a third of the respondents are indicating disagreement with the positive statements in the questionnaire. Ratings of 2.4 to 2.6 are traditionally seen as possible problem areas, as the equivalent of one third to two thirds of the respondents are indicating disagreement. Ratings of 2.7 or greater mean that at least two thirds of the respondents are indicating disagreement, strongly suggesting that this may be a problem area. Ratings of 3.0 or more are the equivalent of everyone disagreeing, with enough strongly disagreeing to mathematically cancel out those who agree or strongly agree.

In the detailed analysis presented in the section of this report following the summary of the mean ratings, a somewhat different rating will be used: the percent of Strongly Agree will be combined with the percent of Agree, and the percent of Disagree and Strongly Disagree will be combined, then the total percent of agreement or disagreement will be reported, whichever is larger. This type of rating disregards the degree of agreement or disagreement, but is more sensitive to whether the majority is agreeing or disagreeing.

Note that this is a questionnaire of opinions and perceptions regarding general management; the actual evaluation of specific actions, along with the constraints and alternatives can not be conducted until the team is on site. The purpose of the questionnaire analysis is only to identify issues for on-site review, as it is simply not possible for the team to look into every possible topic in the time available on site. On the other hand, if a majority of SC staff perceive a problem in a specific area, that perception should not be lightly dismissed.

RANK ORDER OF SECTIONS

The following table shows the mean scores for each major section of the GME questionnaire, starting with the highest (worst) scores, and compares the rating from this year with the rating from a year ago:

sec.	topic	89 mean	88 mean
IIIF	ADP Management	2.8	n/a
II	Top Management Effectiveness	2.7	2.7
IA	AWP Management	2.6	2.6
ID	Unit Personnel Practices	2.6	2.6
IC	PIPRs	2.5	2.5
IIIA	Personnel	2.4	2.4
IIIE	Information Resources	2.4	n/a
IB	Unit Management Style	2.3	2.3
IIIB	EEO	2.2	2.3
IIIC	Technology Transfer	1.8	2.1

Around 50 suggestions for minor changes in the questionnaire were accepted from the SC and incorporated in this year's questionnaire. As a result, two of the areas shown above do not have counterparts from last year.

As explained above, means of less then 2.0 are considered superior performance, means of 2.0 to 2.3 are considered the normal range of full performance, ratings of 2.4 to 2.6 and considered potential problem areas, and ratings of 2.7 or greater strongly suggesting that this may be a problem area. By these standards it appears that ADP, top management effectiveness, AWP management, unit personnel practices, and PIPRs would be important topics for the GME to look into. Personnel and Information resources may also be areas to look into. The unit management style and the EEO office would probably not be priorities. And the Technology Transfer staff may well have management techniques to offer to other offices.

It is noteworthy that the average ratings for categories are essentially the same this year as when the questionnaire was administered a year ago. Only Technology Transfer shows a notable change, although it still remains the best area in the questionnaire. The numerical change may reflect substantial improvement or may simply be an artifact of a change in questionnaire format: at the request of the SC a screening question was added this year to ensure responses were limited to those with direct contact with the Technology Transfer staff or products, which may have eliminated a number of neutral responses from individuals who had little contact with the staff or their products. The general conclusion would be that the reorganization does not appear to have had a broad effect on the issues being measured by the GME questionnaire.

Section IV of the GME questionnaire asked which three program areas the team should make a special point to look into. ALMRS, IRM general management, and Personnel Services received by far the largest number of votes. The physical work environment, computer applications, and support to PCs received a moderate number of votes, suggesting that these are the next tier of issues. The remaining 24 offices received a few votes each.

HOT SPOTS

The term "item" is used to refer to each of the questions asked in the questionnaire. In some cases the item is a full sentence, in other cases it is merely a phrase that completes the start of a sentence that applies to a number of items in a series. The following are the items with the highest, that is the worst, scores in the GME questionnaire, presented in rank order starting with the worst. In all of these items there was at least 50% disagreement -- the rank of means is an indication of the proportion of strong disagreement. For example in the first item, 36s, 4% agreed strongly, 27% agreed, 27% disagreed and 42% disagreed strongly; while in the last item listed, 36j, 2% agreed strongly, 43% agreed, 33% disagreed and 22% disagreed strongly. A total of 46 of 121 comparable items in the all employees section showed a majority of disagreement, making this one of the most negative GMEs recorded to date.

mean	%dis-agree	item #	text
3.1	69%	36s	Coordination between organization elements involved in ADP systems projects is adequate.
3.0	70%	36l	Needed sub-plans and procedures for ADP are in place.
3.0	71%	12h	Top management at the SC does an effective job of promptly resolving role disputes.
2.9	66%	01m	During the course of the fiscal year, staff are kept informed of progress.
2.9	66%	12d	Top management at the SC does an effective job of ensuring management systems are effective.
2.9	67%	12e	Top management at the sC does an effective job of matching management style to the work.
2.0	67%	13	The SC Management Team works effectively as a team.
2.9	67%	36c	Management roles and responsibilities are well defined for ADP.
2.9	68%	36f	Appropriate skills required for each phase of the life cycle have been identified for ADP.
2.9	66%	S41e	In the development of the AWP for my organizational unit, staffing is sufficient to accomplish the workplan.
2.8	59%	01f	During the course of the fiscal year, costs and quality are appropriately balanced.
2.8	63%	01j	During the course of the fiscal year, problem areas are identified promptly.

2.8	62%	03e	My organizational unit does an effective and appropriate job of promoting morale and teamwork.
2.8	54%	08	Personnel actions (selections, reorganizations, etc.) generally appear to be made on the basis of merit rather than on favoritism, seniority, taking turns, race, sex, religion, or other non-merit grounds.
2.8	63%	10	Awards go to the most outstanding performers.
2.8	59%	12a	Top management at the SC does an effective job of ensuring that goals are clear.
2.8	60%	12c	Top management at the SC does an effective job of making sure the structure is effective.
2.8	60%	12g	Top management at the SC does an effective job of distributing staff for best overall results.
2.8	59%	12j	Top management at the SC does an effective job of ensuring performance ratings are administered appropriately.
2.8	61%	16	SC and WO management coordinate well.
2.8	57%	32	Adequate information is routinely provided to me on major ADP initiatives such as ALMRS, GIS, Modernization, etc.
2.8	55%	36a	There is an adequate ADP Master Plan.
2.8	64%	36b	The ADP Master Plan is followed effectively.
2.8	63%	36g	Required skills are being hired for ADP.
2.8	60%	36h	Skilled staff are used appropriately for ADP.
2.8	54%	36i	Management has the skills and experience to manage applicable phases of the ADP systems project.
2.8	64%	36k	Needed management training is provided for ADP.
2.8	61%	36m	Sub-plans are followed for ADP.
2.8	56%	36p	ADP System milestones and major events are tracked and controlled.
2.7	55%	01a	During the course of the fiscal year, changes in priorities are clearly communicated.
2.7	55%	01g	During the course of the fiscal year, appropriate quality controls are maintained.

2.7	54%	01k	During the course of the fiscal year, actions are taken to correct problems.
2.7	51%	011	During the course of the fiscal year, AWP tasks are completed effectively.
2.7	56%	03d	My organizational unit does an effective and appropriate job of minimizing paperwork.
2.7	57%	12b	Top management at the SC does an effective job of establishing clear values.
2.7	51%	12f	Top management at the SC does an effective job of ensuring that the staff have needed skills.
2.7	53%	12i	Top management at the SC does an effective job of ensuring authorities are consistent with delgations, and practiced as written.
2.7	53%	14b	There is adequate coordination between staff specialists up and down the chain of command.
2.7	54%	14d	There is adequate coordination between staff specialists within program and administrative areas.
2.7	50%	18d	The personnel office provides responsive and courteous support in classification.
2.7	53%	24	Hiring, promotions, and other management decisions are made based upon work and performance factors.
2.7	56%	36d	Technical staff roles and responsibilities are well defined in ADP.
2.7	55%	36j	Organizational planning and restructuring is occurring at appropriate intervals in ADP.

SECTION BY SECTION ANALYSIS

III.F. ADP Management

80% of the respondents indicated that they use ADP equipment (micros, minis, mainframe, or terminals). The following analysis is limited to the views expressed by these 157 users.

There was a majority of disagreement expressed with 15 of the 19 items in this area, and about 40% disagreement with the remaining four items. Two of the three items with the worst ratings in the entire questionnaires are in this area.

The worst rating in the questionnaire is for "Coordination between organization elements involved in ADP systems projects is adequate," with 69% disagreement, most of this strong disagreement. There was no significant variation by grade level, division, or supervisory status. There was likewise 70% disagreement that "Needed sub-plans and procedures are in place." In this item, the disagreement was about evenly divided with strong disagreement, but the higher grade levels show significantly more negative ratings than GS 9 and below, and only Finance showed positive ratings. There was also 67% disagreement with "Management roles and responsibilities are well defined." In this case the strongest disagreement was seen in the GS 11s and up, and in Resources and Computer Applications. The coordination and planning of ADP should be major topics for the site visit.

There is about 60% disagreement that "There is an adequate [ADP] Master Plan" and "the Master Plan is followed effectively." Only Finance and Administrative Services showed positive ratings. The negative ratings may be related to the 54% disagreement that "Management has the skills and experience to manage applicable phases of the systems project." Again, only Finance showed positive ratings. In each item the GS 11s and up are the most negative, and are probably in the best position to judge. The design and implementation of the Master Plan should be a topic for the site visit.

There is 68% disagreement that "Appropriate skills required for each phase of the life cycle have been identified." The GS 1-6s and 11-12s are the most negative. Similarly, there is 63% disagreement that "Required skills are being hired." There is 60% disagreement that "Skilled staff are used appropriately." The GS 11s and up are most negative for both these items, and are probably in the best position to judge. There is no variation by Division.

There is about 50% disagreement that "System milestones and major events are tracked and controlled," "Periodic project management status reports are being generated," and "Project schedules and costs are being tracked and adjusted routinely." In each item the GS 11s and up are the most negative and probably in the best position to judge, and only Finance shows positive ratings. The ADP management systems should be a topic for the site visit.

There is about 55% agreement that "Well defined security procedures are in place," with particularly positive ratings in Computer Operations, Finance, and Administrative Services. There is 65% agreement that "Staff follow the security procedures," with notably negative ratings only in Resources, Personnel and the Directors Office. Security would not appear to be a priority for the site visit.

There is about 50% disagreement that "Technical staff roles and responsibilities are well defined," and "Procurement roles and responsibilities are well defined." However Computer Operations shows positive ratings in both items. The review of the plan and the management systems should also review the division of roles.

II. Top Management Effectiveness

Eight new items were added to this section drawn from the McKinsey 7-S description of top management responsibilities presented in In Search of Excellence. The new items were not included in the mean for the area, so that comparable ratings to last year could be calculated. This area rated second worst both years. The new items produced somewhat worse ratings this year than the older ones this year.

There is a majority of agreement that "Top management does an effective job of ensuring that overall support is provided to staff," with the most favorable ratings coming from Personnel. However, except for ensuring that troubled employees are referred to the appropriate office for assistance, there is substantial disagreement with most of the major aspects of top management support.

There is almost 60% disagreement that the goals are clear and the values are clear. The Division of Resources shows the most negative responses, but only the Division of Personnel does not show great disagreement. There is 67% disagreement that "Top management does an effective job of matching management style to the work," with the lowest ratings coming from the highest grades.

There is 60% disagreement that the structure is effective. The higher grades are the most negative, but only Finance shows many positive ratings. Similarly, there is 66% disagreement that the management systems are effective. Finance and GS 1-6s are the least negative, but still not positive. These ratings are noteworthy because the reorganization was intended to provide an appropriate structure and allow better management systems.

There is 51% disagreement that "Top management at the SC does an effective job of ensuring that staff have needed skills," with the worst ratings coming from Computer Applications, Computer Operations, and Resources, particularly GS 11-12s. Only Personnel and the Office of the Director show generally positive ratings. There is 60% disagreement that staff are distributed for best overall results, with supervisors and GS 11s and up giving the most negative ratings. Computer Applications and Resources show ratings above 3.0, but no division gives a positive or neutral rating.

There is 71% disagreement that "top management at the SC does an effective job of promptly resolving role disputes." The mean rating for this item is 3.0, one of the worst in the questionnaire. Supervisors, GS 11s and up, the SC Director's Office, the ALMRS-GIS Project Office, and the Divisions of Computer Applications and Resources all show means worse than 3.0. There is 53% disagreement that authorities are consistent with delegations, and practiced as written. It is noteworthy that only Personnel gives a favorable mean rating to this item. Both items have shown substantial deterioration since last year. These would appear to be appropriate topics for the site visit.

There are very mixed reviews regarding coordination. Except in Computer Applications, there are generally favorable ratings for coordination between staff specialists within the respondent's organizational unit, and uniformly good ratings for coordination with peer units. Staff is divided 50/50 about whether their unit practices participative management, with Computer Applications, Computer Operations and Finance showing the most disagreement. There is a trend for supervisors and GS 13s and up to see substantially more participative management than their staff sees. A slim majority disagree that there is coordination up and down the chain of command and between program and administrative areas, although Personnel is somewhat more negative than other Divisions. However there is more than 60% disagreement that "The SC Management Team works effectively as a team." Supervisors and GS 11s and up rated the cooperation very negatively, and only Finance gave a generally neutral rating. There was 61% disagreement, distributed evenly across all demographics, that SC and WO management coordinate well. It appears the evaluation team should look into ways to improve higher level coordination.

I.A. AWP Management

There is majority agreement that priorities are adjusted to meet budget changes, alternate means of accomplishment are considered, work efforts are closely linked to AWP objectives, and accomplishments are periodically compared to plan. There is about 50% agreement that accomplishments are systematically tracked and AWP tasks are completed effectively. These ratings suggest a generally good foundation in AWP management, although only Finance shows a notably positive rating. Resources shows a more negative rating on most of these items.

There are mixed reviews as to whether old or current priorities drop off when new ones are added. Finance and Personnel tend to say they do, while ALMRS, Resources, and Administration tend to say they do not.

There is 66% disagreement that "During the course of the fiscal year, staff are kept informed of progress," almost half of this strong disagreement. There is also 73% disagreement that "Problem areas are identified promptly." Disagreement is evenly distributed across all demographic variables, suggesting a SC-wide problem. There is 54% disagreement that "Actions are taken to correct problems," with ALMRS and Resources the most negative. There is 55% disagreement that "Changes in priorities are clearly communicated." It appears the team should look into the AWP feedback loop.

There is almost 60% disagreement that "Costs and quality are appropriately balanced," and that "Appropriate quality controls are maintained." The team should see if appropriate quality is maintained.

Item Q41 in the Supervisors Only section asks related questions about the development of the AWP. There is around 70% agreement that bureau policies are clearly communicated, local priorities are considered, and workplans are well defined. There is 60% agreement that SC objectives are clearly communicated.

However there is only 54% agreement that future support costs are considered, and less than 35% agreement that objectives do not exceed the budget and staffing is sufficient to accomplish the workplan. These would appear to be appropriate areas for the team to review.

I.D. Unit Personnel Practices

This section has only 4 items in the GME questionnaire because it is a primary focus of the Personnel Management Evaluation Questionnaire (PMEQ). These four items received the fourth worst rating of the ten major areas of the GME, primarily because of the negative ratings for the items regarding merit and awards. 54% disagree that "Personnel actions (selections, reorganization, etc.) generally appear to be made on the basis of merit, rather than on favoritism, seniority, taking turns, race, sex, religion, or other non-merit grounds. There is 63% disagreement that "Awards go to the most outstanding performers." Only the Division of Personnel tends to show favorable ratings for these items, suggesting a communication problem. The team should make sure that merit is the foundation of personnel actions. This topic figures heavily in employees' comments at the end of the questionnaire.

On the other hand, there is 68% agreement that "There is an appropriate ratio of employees to supervisors (supervisors are not stretched too thin nor are there unnecessary layers of supervision)." Technical Services gives very favorable ratings to this item, most divisions give acceptable ratings, only Resources and Computer Applications give extremely negative ratings.

There is 55% agreement that "My unit effectively allocates training to meet the highest management needs." Only Computer Applications gives notably negative ratings.

I.C. PIPRs

There is an average of 41% disagreement with the nine items in this area, for an average mean of 2.5, still within the range of potential concern.

There is 66% agreement that the PIPRs have clear performance standards, and 51% agreement that the standards measure the real issues. Positive ratings are evenly distributed across all demographic variables. There is about 50% agreement that the PIPRs change with changing priorities, and sufficient interim feedback is provided during the year. Supervisors report much more favorably than non-supervisors, suggesting that first-line supervisors may need to be more responsive.

There is 62% agreement that there is an accurate year-end appraisal, and a helpful year-end appraisal interview, and 72% agreement that a timely appraisal is provided each year. There is not much variation by Division, but the PMEQ provides insight as to the controlling variables.

52% report a training plan appropriate to them, and only 50 individuals out of 202 responses said they had no training needs. Resources and the Director's Office report the best training plans, as do supervisors.

Item Q07 asks "Do you have practical suggestions for improving the PIPR system while continuing written performance standards and yearly written ratings?" and invites those who mark Yes to describe those suggestions on the comments page. This is the only item in the questionnaire that specifically requests comments, which may have an influence on the number of comments on this topic. It is clear from the comments, however, that this is a pressing topic for a large number of individuals. The PMEQ has the depth of items to suggest specific ways to respond to this concern.

II.A. Personnel

The ten items in this area received a mean rating of 2.4. All but one of the items, however, ask only if the support received is courteous and responsive, making it somewhat difficult to compare this area to others where there is more emphasis on content. Also not that there was a higher than average rate of non-response, as not everyone has had direct experience with all the types of personnel service.

59% say they receive timely information from personnel, such as vacancy announcements, training availability, personnel policies, etc. Only Finance and AIMRS report notably negative responses.

There is at least 50% agreement with all the items regarding courteous and responsive service, starting with 75% approval for employee counseling and training. 68% approved recruitment, labor relations, and overall support. 64% approved reorganizations and awards, although Resources gave a negative rating for reorganizations. Promotions received 58% approval, but negative ratings from Technical Services, Resources and Finance. There was 50% approval for the support for classification, but 24% disagreement and 26% strong disagreement, particularly from Resources. It is probably not surprising that Personnel gave itself notably higher ratings on almost all of the items than did the other divisions.

Item Q19 asks if there are areas within the scope of SC management of the personnel function (as opposed to OPM requirements or national direction) that are in need of improvement. The management direction to the Personnel Office, the merit promotion/selection process, the management within the Personnel Office, and the attitude of the personnel staff received the largest number of votes, substantially more than the other possible issues.

In the Supervisors Only section of the questionnaire, supervisors were asked to rate their own knowledge of various personnel policy areas. 60-70% of the supervisors said they had a working knowledge of all the areas. However around 40% say they have little or no knowledge of how to appeal a job classification or of the regulations about outside speaking and writing. And about 30% say they know little of grievance procedures or pre-employment interviews. Some technical training may be in order.

The PMEQ provides a more depth and breadth in the analysis of the SC personnel office and should be taken as the primary assessment of that office. In particular, see the sections on Staffing, Classification, Labor Relations, Employee Relations, Employee Development, and Incentive Awards.

III.E. Information Resources

The eleven items in this section show a mean rating of 2.4. The only item clearly lacking a majority agreement is "Adequate information is routinely provided to me on major ADP initiatives such as ALMRS, GIS, Modernization, etc." Only the ALMRS office did not give a predominately negative rating on this item. It is noteworthy that 83% of the respondents say they "take the initiative to review the information provided on major ADP initiatives such as ALMRS, GIS, Modernization, etc," suggesting that they simply want more information than is provided.

61% agree that "The telephone system serving my office is adequate." The ALMRS-GIS Project office gives the only notably negative rating.

Respondents were instructed not to answer the items regarding records management if this did not apply to their area, and about half did not respond. But those who did respond indicated nearly 70% familiarity with each of the components, including retention and disposition schedules, preservation/curatorial care, FOIA/PA program, retrieval systems, directives program, automated directives digest bulletins, and information access/security. This suggests that the program has been successful in getting across the necessary information. The only item receiving a majority negative response was familiarity with records transition planning efforts, but this may not require a popular understanding.

I.B. Unit Management Style

This area is the most basic to effective production. There are uniformly high ratings at the SC, with particularly high ratings for reasonable deadlines, and training if it is really needed. There are also good ratings for clear direction, effective technical management, effective human resource management, clear roles, challenging assignments, sufficient authority to do the job, open communication, helpful feedback, recognition of success, and support when one is correct. The lowest ratings, though still positive, go to timely conflict resolution and effective human resource management. However it is noteworthy that in 8 of the 13 areas, supervisors give much higher ratings than non-supervisors, suggesting that first line supervisors should be doing more for their staff.

There is 70% or more agreement that the respondent's unit does an effective and appropriate job of allocation of available funds, program accomplishment, responsiveness to users, safety, providing supplies and equipment, employee accountability, and providing clerical support. Computer Applications tends to be the most negative, Resources and the Director's Office the most positive.

However there is about 60% disagreement that an effective job is done of promoting teamwork and morale. Again, Computer Applications tends to be the most negative, Resources and the Director's Office the most positive.

There is also 60% disagreement that an effective job is done of minimizing paperwork.

There is more than 50% agreement that "My supervisor encourages me to try new ideas and explore new approaches," and "there is no risk to my career if I try new ideas." Again, the most favorable ratings come from Resources, while the most negative from Computer Applications.

There is a wealth of additional information regarding Unit Management Style in the PMEQ, particularly the section on Organization Communication and Effectiveness.

III.B. Equal Employment Opportunity

The six items in the all employees section received a mean rating of 2.2, slightly improved from the 2.3 of last year. The only notably negative rating was 52% disagreement that "Hiring, promotions, and other management decisions are made based upon work and performance factors." Additional insight is provided in the PMEQ section on EEO.

The complaint process received very favorable ratings. 83% agreed their "supervisor would give adequate attention to resolve an EEO concern in a fair and speedy manner." 90% agreed "My EEO office would be helpful in providing information on how to file an EEO complaint. 61% agreed "If I filed an EEO complaint, it would ultimately be resolved in a fair manner."

There was 85% agreement that "My supervisor avoids making sexist, racist, and ageist remarks and discourages such remarks by others," and so little strong disagreement that this item received one of the most favorable ratings in the entire questionnaire.

There was 76% agreement that "Overall, the EEO Office provides supervisors and managers good advice and assistance to meet affirmative action goals." While this may be, the five EEO items for supervisors only at the end of the questionnaire suggest that there is not a great deal of pressure to use this good advice. 44% of the supervisors said they have not been involved in the identification of positions targeted under the Federal Equal Opportunity Recruitment Program (FEORP)" and an additional 34% say they don't even know about FEORP. 68% of the supervisors say they have not been regularly involved in the development of strategies to accomplish affirmative action program objectives, and a similar number say they have not received periodic technical assistance from the Special Emphasis Program Manager in recruiting, promotion, and training their employees. While 44% of the supervisors filling a vacancy in the past three years say they made special recruitment efforts on their own, only 12% say they asked EEO or Personnel for special recruitment. There are also numerous complaints in the employees comments about supervisors EEO efforts. The program appears to be well supported, but supervisors efforts in recruitment may need some team review.

III.C. Technology Transfer

38% of the staff say they have direct contact with the Technology Transfer staff or their products, which means the following assessments are based on only 75 individuals. The five items show a mean rating of 1.8, by far the most favorable area in the questionnaire.

There is 94% agreement that "the technology transfer staff determines appropriate media to meet objectives, i.e., publication, pamphlet, videotape," and 97% agreement that the staff "develops a useful product that transfers technology successfully." There is also 95% agreement that the products show "accurate program and policy facts," and "sufficient information and materials." There is 94% agreement that the staff provides a timely response. There appear to be only four dissatisfied individuals.

III.D. Program Evaluation

52% of the staff say that evaluations are not conducted as needed. 36% indicate that they need training in evaluation skills. Last year the Washington Office Division of Program Evaluation offered to come out and put on evaluation training, but little interest was indicated. Perhaps now it is time. The training could be incorporated in a trip to provide training to one of the State offices, thereby minimizing the travel costs.

B. SUMMARY OF PME QUESTIONNAIRE RESULTS

How PMEQ is Scored

The Personnel Management Evaluation Questionnaire (PMEQ) was written by a task force consisting of the PME chiefs from each of the bureaus in the Department of Interior, with technical support from the BLM Division of Program Evaluation. The questionnaire is designed as scoping for an on-site Personnel Management Evaluation. The questionnaire covers a broad range of human resource management issues, broken out by the traditional organizational units of personnel. The questions are written to determine the average employee's satisfaction with the various human resource management services provided by personnel and by management.

The questionnaires are scored by an optical scanning machine, and the results fed to the BLM mainframe computer where several programs provide different levels of analysis. The first level is a standard tally and calculation of percent of the various possible responses to each item. The second level of analysis is a comparison of the responses from this study to the BLM averages to date and a comparison to the Departmental average of all the bureaus. A statistical calculation is made to determine if any differences are statistically significant at .05 or better (in other words, there is less than one chance in twenty that there is not a real difference, the standard threshold in the social sciences). The third level of analysis is a series of around 800 cross tabulations between various items and between all items and the major demographic variables. These three levels allow the results of this study to be placed in a larger perspective and allow great precision in determining which groups are satisfied or not satisfied with the various human resource management services.

The detailed analysis of each item in the PMEQ is provided as an appendix, along with a verbatium transcript of all the comments written at the back of the questionnaire. The following is a summary of the main points that are relevant to the GME. The numbers have been rounded off for easier reading, but are presented precisely in the appendix.

Performance Appraisal

About a third of the staff say they either do not have written performance standards or the standards do not clearly state what is expected of them, a significantly greater number than the BLM or Department average. Only a third of those with standards say that they have a very clear understanding of what they have to do to receive a fully successful rating. Only a quarter of the staff, primarily the GS 13-15s, say that they worked with their supervisor in developing the standards, and these are the people who also say they have the clearest standards. The team should see if more effort is needed to ensure that everyone has clear, written standards and work with their supervisor in developing them.

While most people report that they had a performance appraisal interview, a third say it was not helpful in assessing their strengths and weaknesses and almost half say it was not helpful in improving their performance or planning for their development. It appears that many of the interviews simply did not addresse the performance in a detailed way.

Other than the performance appraisal interview, a quarter of the staff say they receive no other feedback during the year. The cross tabulations show that at least two feedback sessions are required to satisfy the feedback needs of three quarters of the staff. It appears that supervisors who do not provide feedback are also not providing other important types of communication.

Almost half the staff say that their performance rating does not accurately assess their work, and nearly all the supervisors say that improvements are needed in the appraisal system. However, those employees who say that their standards and PD are clear and that they receive enough feedback during the year tend to say that their performance rating is accurate.

The team should see if there is much that supervisors can do to improve the usefulness of the appraisal process by simply implementing it as written. It is noteworthy that two thirds of the supervisors say they receive unsatisfactory support from Personnel in performance management, and this is an appropriate topic for the team also.

Classification

The supervisors report that their offices are properly structured and that employees are performing the major duties in their position descriptions. However more than a third of the staff say that their PD is only partly accurate. The ratings regarding the support from Personnel are not favorable: less than half the employees see Personnel as helpful with classification questions and half the supervisors say they do not recieve timely information on classification and position managment matters.

The team should see if there is a breakdown in communication regarding classification.

Staffing

About two thirds of the supervisors but only a third of the non-supervisors say they receive timely information on available vacancies. Less than half say they receive timely information about changes in personnel policy. Passing on this informaiton is important: the cross tabulations show it influences employees perception about whether selections are fair, whether management works together as a team, and whether they get excellent personnel service.

Only a quarter of the staff say the reorganization was conducted fairly, while half say they don't know. Satisfaction correlates strongly with receiving timely information.

Most of the supervisors say they have filled a vacancy in the last two years, and have participated in the identification of skills, etc. Good ratings were given to all the special employment programs except veterans readjustment appointments. About a quarter of the supervisors identified difficulties in competing with private industry in filling positions. A number also indicated difficulties with restrictive qualifications standards, inability to reach name request candidates, and inabilities to use selective placement factors. These particular problems may suggest that there is conflict in letting the merit system run its course.

Only a third of the staff say the selection process for promotions in their work unit is always or usually fair, with most of the disapproval in non-supervisors, minorities, and GS 12s and below. Perhaps as a result, more than half the staff say they are not satisfied with their career prospects, with most of the dissatisfaction in GS 1-6s and GS 13-15 non-supervisors. Dissatisfaction correlates with considering filing a grievance. The team should see if the approach to staffing is causing problems.

EEO

Less than a third of the staff believe a high emphasis is given to EEO. The white males tend to see success in hiring women and minorities, but the women and minorities see substantially less success. Few employees see supervisors as giving a lot of encouragement in furthering the careers of women, minorities and the handicapped. Less than a quarter of the supervisors say they have been involved in FEORP, and less than a quarter say that management holds them fully accountable for EEO responsibilities.

Perhaps as a result, only about a third of the staff say that positions are always or usually filled in their organization without regard to reace, color, sex, age, etc., while all of the minorities responding say that merit selections are only sometimes or never the case. The team should see if more emphasis is needed on EEO.

Organization Effectiveness and Communication

Half the supervisors say they do not have enough staff. But there may be room for improvement in the utilization of existing staff, as less than a third of the staff say that work is usually distributed evenly among people in their work unit, and a quarter say that only sometimes or rarely is good use made of their skills. Half the staff say they never work overtime, significantly lower than Bureau averages.

Only a third of the staff report that their supervisor always or usually actively solicits ideas from employees for improving efficiency and effectiveness. There are fairly low ratings for the level of encouragement of communication within and between work groups. Less than half say there is an emphasis in their work unit on improving cost effectiveness. A third say there is only sometimes or rarely a cooperative spirit in their work unit. Only a quarter say that management always or usually works together as a team.

The majority of those who report that their job makes good use of their skills also report that they are satisfied with their career prospects, their supervisor responds to their ideas, they can talk to their boss about problems, and communications are good within the unit. Finding the proper match between skills and job would appear to have many benefits. The team should see if there is an appropriate level of coordination and communication, and if sufficient efforts are made to get the best out of each employee.

Employee Relations

A quarter of the staff say that during the last year they considered filing a greivance, while 5% actually did file. It appears that most of the concerns center around communications issues, a problem that may be within management's power to improve. Around two thirds of those who considered filing a grievance but did not do so say they did not file because they had little faith the situation could be changed and they feared reprisal.

Employee Development

About two thirds of the supervisors but less than half of the non-supervisors say they receive current information about training opportunities, suggesting that supervisors do not sufficiently pass on information. There is a trend for supervisors to say they receive training on the basis of need, while non-supervisors say the receive it based on the availability of funds, a difference that may stem from who controls the process. Two thirds of the non-supervisors say that too little priority is given to training.

Incentive Awards

Only 13% say that the best performers are always or usually rewarded through the incentive awards program, while nearly half say this is only sometimes the case.

Administrative Support

The best ratings for administrative support were given, starting with the best, to printing services, travel services, health services, mail and financial services. The worst ratings are given to space and furniture, and heat and ventilation. The space and furniture concerns were primarily expressed by non-supervisors.

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